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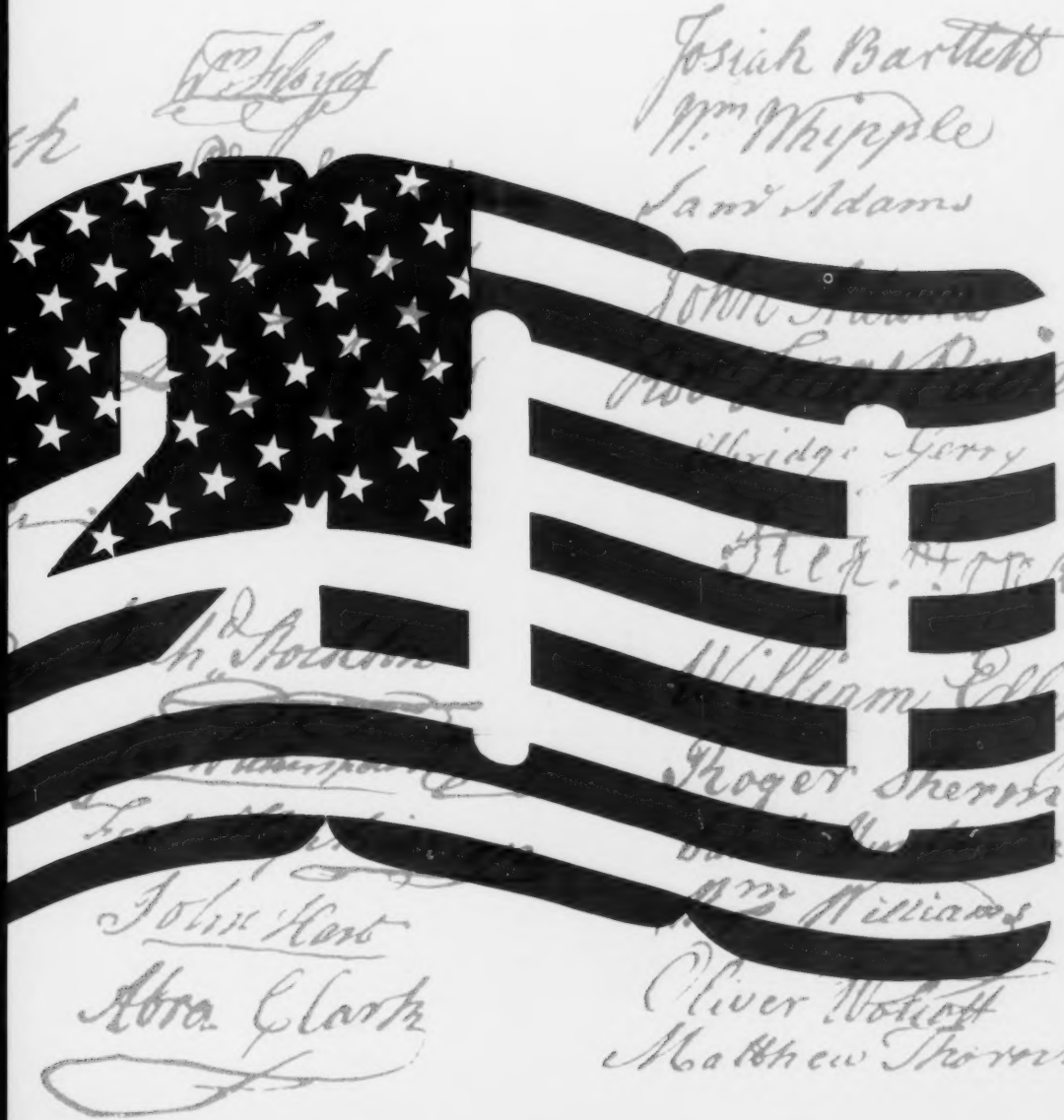

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WORTH NOTING

☐ NEW VICE CHAIRMAN. Following her nomination by the President and confirmation by the Senate, Georgiana H. Sheldon was sworn in as a member of the Civil Service Commission by CSC Chairman Robert E. Hampton on March 1. President Ford has designated her vice chairman of the Commission. She succeeds Jayne Baker Spain, whose resignation became effective December 31, 1975.

The new CSC vice chairman was serving as director of U.S. Foreign Disaster Assistance in AID at the time of her nomination. She had served previously as deputy director of the Defense Civil Preparedness Agency, and had been active in equal op-

(Continued—See Inside Back Cover)

THE PRESIDENT'S PANEL ON FEDERAL COMPENSATION

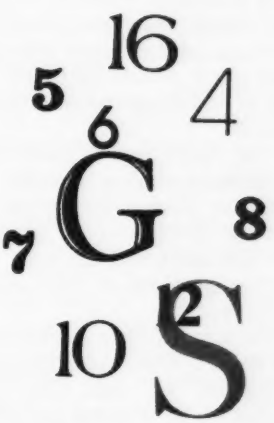
by Robert R. Fredlund
Executive Director
President's Panel on
Federal Compensation

IN his Fiscal Year 1976 Budget Message to Congress, President Ford announced his decision to establish a high-level panel to make policy recommendations to him on how the Federal Government can best determine the appropriate level of total compensation for its employees under the principle of comparability with private enterprise.

The President's Panel on Federal Compensation was established on June 12, 1975, under the chairmanship of Vice President Nelson A. Rockefeller. The other members of the Panel were Robert E. Hampton, Chairman of the Civil Service Commission, who served as Panel vice chairman; John T. Dunlop, Secretary of Labor; James T. Lynn, Director of the Office of Management and Budget; Albert Rees (later Michael H. Moskow), Director of the Council on Wage and Price Stability; and William K. Brehm, Assistant Secretary of Defense for Manpower and Reserve Affairs.

President Ford also designated as advisors to the Panel: James M. Cannon, Executive Director of the Domestic Council; Alan Greenspan, Chairman of the Council of Economic Advisors; Jerome M. Rosow, Chairman of the Advisory Committee on Federal Pay; and L. William Seidman, Assistant to the President for Economic Affairs.

Dr. T. Norman Hurd served as special assistant to the chairman of the Panel.



Objectives of the Panel

President Ford instructed the Panel to conduct "an immediate comprehensive review of the major Federal employee compensation systems . . . [in order] to ascertain any needed changes in Federal compensation policies and practices, keeping in mind our goal of a system that is fair and equitable, both to the employees and to the public."

The Panel was asked to submit its report by November 1, 1975, so that proposals for any needed legislation could be submitted early in 1976. The reporting date was later extended to December so that the Panel could give additional consideration to several major issues.

The Panel's Review

In keeping with the President's directive, the Panel engaged in a comprehensive review of the major Federal pay systems: the General Schedule system for white-collar employees and the Federal Wage System for trade, craft, and labor employees. Linkages with the Foreign Service schedules were also considered. The Panel did not review the linkage with the military pay system, nor did the Panel study in any detail the pay system for Postal Service employees, which for the most part is adjusted under collective bargaining procedures.

The Panel directed its attention to basic and premium pay and to employee benefits. The Panel did not study retirement pay for current annuitants because the Civil Service Commission has been directed to conduct separate studies of cost-of-living adjustments to annuities and the financing of the retirement fund.

The President asked the Panel to solicit and carefully consider the views of all interested parties, including Federal Government officials, the business community, professional associations, and the general public. In the Federal Register of June 18, 1975, notice was given of the establishment of the Panel, and the views and comments of all interested parties were solicited concerning the Panel's work in general and with respect to the following major questions in particular:

(1) Has the comparability principle proved to be a sound basis for setting Federal pay rates? Should some other basis than comparability be used for adjusting Federal pay? Have the specific techniques that have been developed for comparability pay-setting been successful?

(2) Should the application of the comparability principle be broadened to include fringe benefits as well as basic pay? How should such comparisons be made?

(3) With what non-Federal employers should the Federal Government be comparable? Private companies only? Should State and local governments and nonprofit organizations also be included?

(4) Does the single, nationwide General Schedule for all white-collar workers provide appropriate pay relationships among Federal employees and proper comparability with non-Federal pay rates? Should some employees be paid under local schedules or special occupational schedules?

(5) Is the present effort to balance emphasis on internal work-level relationships among Federal jobs and emphasis on the maintenance of external Government/industry pay relationships the best overall policy? Should one approach receive greater emphasis?

(6) Should the present system of within-grade advancement primarily on the basis of longevity be changed so that within-grade advancement is more useful as an incentive for improved individual job performance?

(7) What roles should be played in the determination of Federal pay and benefits by the executive branch? by Congress? by Federal employee unions? To what extent should the periodic adjustment of Federal pay and benefits be affected by the fiscal and economic concerns of the Government?

Interested parties were also invited to address any additional issues they felt the Panel should consider.

In response, the Panel received more than 500 letters containing the views and comments of labor unions, professional associations, private sector employers, Federal employees, and the general public. Many of these letters were obviously the product of considerable effort, and the Panel benefited greatly by studying the views expressed in them.

The Nation's Governors were also asked to comment on the above issues, and a majority did. Their views were also of great help to the Panel.

After receipt of written views and comments, the Panel scheduled 2 days of hearings at which individuals and representatives of unions, professional organizations, and private enterprise presented and discussed their views in person.

The Panel held a total of 24 meetings, a number of which Vice President Rockefeller chaired personally. The principals, as well as the alternates and advisors, were deeply involved in the Panel's deliberations.

The limited time provided for the Panel's study and deliberations recognized the fact that many studies of the Federal pay system have been made in recent years. The General Accounting Office, the Office of Management and Budget, the Civil Service Commission, and the Department of Labor, in particular, have been studying the complex area of Federal compensation. Suggestions for changes had already been made by the unions represented on the Federal Employees Pay Council and by the Advisory Committee on Federal Pay.

The Panel reviewed studies, comments, and proposals received from these sources, as well as from others in and out of the Federal Government, and also conducted further research of its own. In its deliberations, the Panel carefully considered alternatives with respect to each issue and the "pros and cons" of each alternative.

Recommendations of the Panel

The Report of the Panel includes recommendations (see box, p. 3) covering many aspects of Federal white-and blue-collar pay systems. A number of major changes, all of which require legislation to implement, are proposed. In addition, the Panel recommends other changes to "fine-tune" existing systems, some of which can be implemented administratively.

The following is a discussion of some of the Panel's key conclusions and recommendations.

The Principle of Comparability

Early in its review, the Panel reexamined the soundness of the principle of comparability with the private sector as the basis for Federal pay setting.

Although other alternatives were considered, there was virtual unanimity on the part of the Panel and those who commented to the Panel on this issue that the comparability principle has proved to be sound and effective. It was felt that any problems experienced in the pay-setting process do not stem from faults in the comparability principle itself, but rather in the procedures for translating the principle into actual Federal pay rates. The Panel, therefore, recommended reaffirmation of the principle of comparability as the basis for Federal pay setting.

The next phase of the review involved an examination of various practical aspects of comparability pay setting.

Total Compensation Comparability

As a part of this examination, the Panel reviewed the current practice of applying the comparability principle only to the setting of basic pay. At present Federal benefits are treated separately from pay.

In FY 1974 the cost to the Government of the six major supple-

Recommendations of the President's Panel on Federal Compensation

The many separate Federal civilian pay systems should be reviewed, and combined with other pay systems or eliminated if no longer needed.*

The principle of comparability with the private sector should be reaffirmed as the basis for Federal pay setting.*

Consideration should be given to conducting major Federal pay surveys less frequently than once a year, with interim adjustments based on an appropriate statistical indicator.*

The principle of comparability should be extended to include benefits as well as pay. Development and testing should take place over the next 2 years to determine the best approach to implementation.*

The present General Schedule, which covers white-collar employees, should be replaced by a Clerical/Technical Service and a Professional/Administrative / Managerial / Executive Service.*

The Clerical/Technical Service should be paid local or other geographical rates.*

The executive branch should be authorized to establish special occupational schedules and personnel systems when the regular schedules hamper management's ability to recruit and manage a well-qualified work force.*

Merit, rather than length of service, should be the principal basis for within-grade pay advancement for employees in the Professional/Administrative / Managerial / Executive Service.*

Pay rates for the Executive Schedule should be increased so that the rate for level V is above the current "comparability" rate for GS–18.*

Federal pay laws should be amended to permit the inclusion of State and local governments in Federal pay surveys when needed.*

The President's Agent should continue its efforts to improve the statistical techniques used in the white-collar survey design and pay rate determination processes.

Certain statutory provisions of the Federal Wage System should be repealed or amended to:*

—eliminate the requirement that out-of-area data be used, under certain circumstances, in setting local wage rates;

—permit the establishment of night-shift differentials in accordance with local prevailing practices;

—permit step-rate structures to be established in accordance with predominant industry practice;

—eliminate the fixed payline step; and

—permit the inclusion of State and local governments in wage surveys when needed.

The Civil Service Commission should develop appropriate legislative and regulatory proposals to provide more equitable premium compensation to all Federal employees working under similar circumstances.*

The President's Agent, the Federal Employees Pay Council, and the Advisory Committee on Federal Pay should meet jointly on a regular basis throughout the year to discuss and resolve the issues in the pay-setting process, with a view to formulating a common recommendation to the President.

The present roles in the pay-setting processes of the Federal Wage System should be continued.

The Advisory Committee on Federal Pay should be assigned the responsibility for an ongoing review of the interaction between the Federal compensation system and the private sector marketplace.

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*Would require legislation to implement recommendation.

mental benefits—retirement, life insurance, health insurance, paid holidays, annual leave, and sick leave—amounted to almost $8 billion, nearly 24 percent of the basic civilian payroll of just over $33 billion. Because of the large and growing cost and value of Federal benefits, the Panel concluded that this component of compensation should be considered in comparability determinations. A comparability approach including benefits would insure that both pay and benefits were treated rationally and consistently.

The Panel endorsed the principle of pay and benefits comparability for all Federal employees, and recommended that a 2-year development and testing period be undertaken to determine the manner and extent to which the principle of total comparability of pay and benefits can be implemented.

The General Schedule

The Panel devoted a great deal of time and effort to consideration of the problem of simultaneously maintaining a high degree of pay comparability with the private sector (external alignment), and reasonable pay relationships among the myriad jobs within the Federal Government based on duties, responsibilities, and qualification requirements (internal alignment).

The Panel reaffirmed the soundness of the statutory requirements for both internal and external alignment, concluding that both are important in the Federal Government, as in any large organization.

The Panel also concluded, however, that the General Schedule does not lend itself to establishing and maintaining a reasonable balance between internal and external alignment because it overemphasizes the former to the detriment of the latter.

The General Schedule groups together, for similar classification and pay treatment, numerous occupations that are treated quite differently in the private sector. For example, job evaluation and grade structures often differ among occupations in the private sector. In addition, pay rates for some occupations vary considerably according to geographic location, while rates for others tend to be relatively uniform nationwide.

Because of these and other differences among occupations in the private sector, proper external alignment under the General Schedule is virtually impossible to achieve on an occupation-by-occupation basis.

☐ Clerical and technical positions usually characterized by local labor markets, relative lack of geographic mobility, and pay rates established by multi-location companies on a locality basis; and

☐ Professional, administrative, managerial, and executive positions, for which employees are usually recruited from a nationwide labor market, paid on a nationwide scale by most private companies, and expected to be geographically mobile; and which provide an opportunity for employees to affect the character of individual jobs and even, in some cases, whole Government programs.

The Panel recommended that the General Schedule be replaced by a Clerical/Technical Service paid on a locality or geographical basis; and a Professional/Administrative/Managerial/Executive Service paid on a nationwide basis.

The Panel estimated, based on Civil Service Commission statistics, that of the current GS work force of 1.4 million employees, 600,000 would come under the Clerical/Technical Service, while 800,000 would come under the Professional/Administrative/Managerial/Executive Service.

Within-Grade Increases

Historically, 98 percent of General Schedule employees have received within-grade increases based on an acceptable level of competence at the end of the prescribed waiting periods; fewer than 2 percent have had the increase withheld for failure to meet this minimum standard. On the average, fewer than 2 percent have received quality step increases each year.

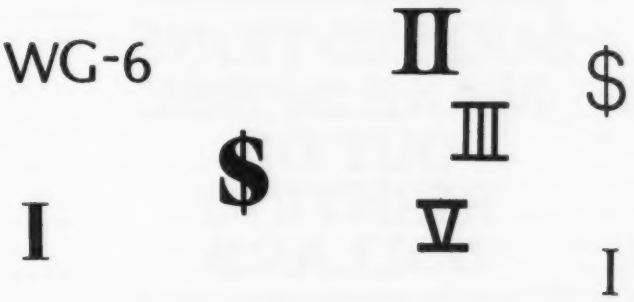
This longevity-type system was criticized by a number of private employers and Federal managers who commented to the Panel. Of these, most favored replacement of the current system with a merit-based system for within-grade increases. Federal employee unions, on the other hand, favored retention of the present system.

After considerable deliberation, the Panel decided to recommend the replacement of the current system for within-grade increases with a "merit increase" system for employees covered by the proposed Professional/Administrative/Managerial/Executive Service. For those employees, advancement within grade would be on the basis of demonstrably meritorious performance. The need for a closer and clearer connection between performance and within-grade advancement in this service reflects the significant opportunity for initiative and individual impact on the character of the job performed.

The Panel recommended that employees in the Clerical/Technical Service continue to receive within-grade increases based on length of service and satisfactory performance.

Roles of Parties in Federal Compensation

The Panel reviewed the roles of the President's Agent, the Federal Employees Pay Council, and the Advisory Committee on Federal Pay in the Federal comparability process. While controversies between the President's Agent and the Federal Employees Pay Council were viewed as inevitable, reflecting the differing views of labor and management, it was felt that the participation of an independent third party could play a



valuable role in reconciling divergent positions.

Therefore, the Panel recommended that the President's Agent, the Federal Employees Pay Council, and the Advisory Committee on Federal Pay meet jointly on a regular basis throughout the year to discuss and resolve the issues in the pay-setting process.

Executive Pay

In its Report to the President, the Panel emphasized that it attached great importance to the reestablishment of equitable pay rates for Federal executives and managers.

The pay rate for level V of the Executive Schedule, which also forms the ceiling for General Schedule pay rates, remained frozen at $36,000 from 1969 to 1975 when it was increased to $37,800. The result has been severe and continuing compression of pay rates in the upper grades of the General Schedule, such that several grades —GS-15 and above—are paid at the same $37,800 rate.

The Panel viewed with great concern statistics indicating that, as the compression problem has continued unalleviated year after year, high-level civil servants have been resigning or opting for retirement at an alarming rate.

To remedy the inequitable treatment caused by this compression, the Panel recommended substantial increases in Executive Schedule rates. In particular, it recommended that the level V pay rate be increased to exceed the comparability pay rate for GS-18, eliminating the current compression at the upper end of the General Schedule.

The Federal Wage System

While the Panel devoted a major portion of its time to examining Federal white-collar systems, it also carefully reviewed the performance of the Federal Wage System, the basic classification and pay system for the Government's nearly one-half million blue-collar employees. Pay rates for the Federal Wage System are based on local prevailing wages in each of the system's 137 local wage areas.

The Panel concluded that the policies and practices of the Federal Wage System have proved effective. However, it did recommend the repeal of a number of statutory features of the system that it viewed as causing departures from the prevailing rate principle and resulting in unjustifiable payroll costs and competitive advantage for the Government. These include the requirement that, under certain circumstances, local wage rates be set through consideration of survey data from outside the area; the provision for uniform night-shift differentials; and the requirement that each grade of a regular wage schedule have five steps.

These and many other major issues examined by the Panel are discussed in its Report to the President, which is available from the Superintendent of Documents, Government Printing Office (Stock No. 041-001-00113-1, 80 cents). There is also a Panel Staff Report that provides additional details and discussion of findings and conclusions, plus an appendix that includes summaries of comments received and a bibliography of major Federal pay studies (Stock No. 041-001-00115-8, $3.40).

The Panel recognized that some of its recommendations may require further development both of legislative proposals and of administrative procedures. It therefore recommended development and testing periods in a number of cases prior to implementation of new systems or procedures. The Panel also emphasized in its transmittal message to the President that before any of its recommendations are implemented, there should be an opportunity for additional consultation with interested parties.

President Ford has indicated his general support of the Panel's recommendations. The Fiscal Year 1977 Budget contains provisions for developing legislative proposals to implement those recommendations that require legislation. Details of required administrative changes and legislative proposals will be worked out in consultation with interested parties, including the Federal Employees Pay Council. #

SUGGESTIONS MAKE SENSE OUT OF PRINTING DOLLARS

by David H. Brown
Special Assistant to the Public Printer
U.S. Government Printing Office

JUST one year ago, this publication carried an article by the Public Printer of the United States, Thomas F. McCormick, suggesting a series of ways to get more out of printing dollars.

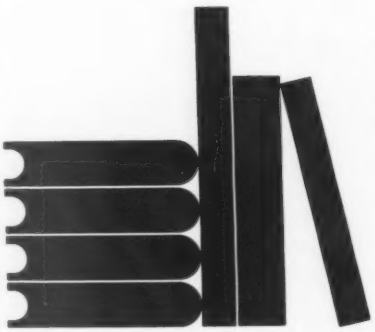
Last fall the Federal Editors Association and the Government Information Organization cosponsored a workshop called "Stretching the Printing Dollar." As the opening speaker, McCormick expanded on the points made in the *Journal* article and issued two challenges:

☐ If Federal agencies would follow the suggestions he made on those two occasions, they should be able to save at least $1 million in FY 1976. McCormick noted this would amount to only 1/10th of 1 percent of the anticipated total Federal printing expenditure.

☐ If agencies would do their part, the Government Printing Office would develop programs to increase communications and service with its customers.

McCormick has recently formed a prestigious Advisory Council on Printing and Publications Service to deal with problems of service to agencies as well as the public. In addition, a special GPO task force has been established to look into the basic philosophy of the Documents operation. Two questions being probed are: What publications should be offered for sale, and how should they be priced?

The Public Printer also accelerated the efforts of a special GPO team, which on invitation will go



to customer agencies with a presentation on how to get more out of the printing dollar.

The by-invitation presentation to agencies, usually followed by in-house discussions, incorporates many lessons learned from last fall's workshop—and will be carried on at a spring workshop sponsored by the newly created National Association of Government Communicators (successor to FEA and GIO).

One thing discovered in these presentations is that agency communications people are not communicating with one another. For example, it is shocking to discover that in some agencies there are publications people—reporting to high administrative officials—who are not always on speaking terms with public information people, who report to the director of public affairs. And the printing officer is sometimes treated as if he had a social disease.

The waste in time, money, and effort is appalling. This is not to say agency personnel are not aware of their problems. The problem is doing something about it. Here are some of the comments from last fall's workshop:

Planning and good management must permeate any publications effort in a Federal department. Good management begins with staffing, and therefore a publications program is only as good as the manager and the people who work with him/her.

In planning, the goals must be realistic ones, with realistic price tags.

Communication is vital and we sometimes tend to forget this, even though that is our business. At an early stage in planning a publication, there should be a conference of writer, designer, printing officer, and a representative of the program staff concerned. Even if it is difficult to get all these people together, it is worthwhile to assemble as many as possible.

Discussion should center on cost figuring, the audience, scheduling, and distribution, as well as content. The basic question is always, "Is this publication really necessary?" Extensive planning at an early stage can prevent rushing out a poor product.

There are many fancy formulas for measuring costs. Everybody seems to have a favorite. The point

is—use one. With experience you will hit fairly close in estimating your jobs.

Knowing your needs and resources thoroughly can help in preparing justifications for your budget. In fact, justifying a publication project may be one of your biggest communications jobs.

In budget planning, allow a good chunk for graphics assistance and quality photographs. There is no economy in using the same tired material again and again.

Creative budget juggling is involved. One manager reported requesting a sum for press releases, which was approved by her agency. When the funds were received, she then made the executive decision to use a large part of the sum for publications, rather than public announcements.

Determine and influence—if you can—who controls your budget for publications. It should be in the hands of people who understand the purpose of a publications program and are equipped to make or to help you in making decisions.

Do not overlook small ways to save money. Techniques such as these *do* work: printing a press release on both sides; recycling still current content pages in fresh covers; using a cheap fact sheet or flyer instead of a letter composed and typed on expensive staff time; appending a hanger with a prefabricated message on an informative publication to respond to inquiries. These are some of the small ways to save large sums.

Some publications directors are beset by the "vanity press" people—program officials who want to publish everything they write and write about everything they do. An experienced public information officer suggested a way to please everybody by publishing such stories in an agency periodical and then rebinding a selection of them into inexpensive publications with new covers on topics of particular interest to a specific program official.

An annual review of your publications program is the time to determine what is going wrong—and right. If some of your projected new publications will meet a special need (a new program or problem in your agency), figure a 10 percent overrun. You will save money by avoiding going back for reprint too frequently if you order sufficient copies on the first print run.

Don't leave distribution up to the creative person. The writer or designer is not the best authority on who needs the publication or how many copies should be printed. A publication should be announced and controlled "from birth to death," and destruction orders should be sent to everybody who distributes an outdated or replaced publication.

It is a good technique to encourage standard pack orders, requiring field offices to order by the box (with prior knowledge of the quantity in a box) rather than by an estimated number of copies.

Another technique for gaining a wide distribution is to announce your publication to a mailing list of agency printing officers so that they can reorder from the Superintendent of Documents at their own expense or even ride your original print order if they are forewarned that you have a new publication underway.

Mailing lists should be kept current by frequent purges. Using titles, rather than names, will eliminate many corrections. One information officer reported that he uses a "self-purging" box on his publications, which can be filled in and returned by the subscriber when canceling the subscription or reporting a name or address change.

Postal charges were a major problem to all workshop participants. It is virtually impossible to arrange special rates for government users, and Federal offices suffer right along with the rest of the Nation.

Cost reduction suggestions included using self-mailers as much as possible to reduce weight. Smaller folds (costs escalate when an item exceeds 6" by 11") and tabbing the fold closed with the address sticker were two techniques reported in use by cost-conscious offices.

A Consumer Information Center representative mentioned a catalog of free and sale items of interest to consumers as a good outlet for material. The Center rides an agency print run, and then ships the material from a Denver outlet. They produce a periodic catalog of titles in their warehouse.

Sometimes—it was stated more than once—it is not wise to pinch pennies. You may have to spend money to get the best job done for your purpose. Trade-offs are constant in the government publications business. Do not brush off author's alterations at the expense of accuracy. Do not use a favorite type size that is not one your audience can read with ease.

Advances in technology are available and should be employed as your budget permits. Central work processing is in use throughout government, with workshop participants reporting varying degrees of experience and sophistication in their systems. The degree to which this has advanced depends on an agency's size and its needs.

Standardization of publications received mixed reviews. It can result in obvious economies in paper, design time, etc. It can also reinforce an agency's image through similarity in the published products. Many at the workshop, however, felt that these advantages were outweighed by a boring sameness in design—a general monotony in an agency's publications, if too much standardization is applied in design.

Interagency cooperation received a number of plugs as a way to consolidate information in one publication from a number of sources attempting to address the same audience. It was suggested that there would surely be "turf"

problems and money arguments, but that the end product was worth the effort to settle these matters in conference.

The groups discussed the degree to which an agency publications office involves that agency's field installations. Some agencies check extensively with the field, have clearance forms for the purpose, and send draft manuscripts out far and wide. Others keep a publication more closely in hand during its development, claiming that they save time and avoid continuous rewriting as each reviewer reworks the material.

Future workshops may find that the topics of new technology, interagency cooperation in publishing, and more emphasis on using the training/briefing program offered by the Government Printing Office would be worthwhile.

One thing is certain—a sense of cost-consciousness has come to the publications "industry" as it operates throughout the Federal Government. We *can* do more with less—if we all keep in mind that "economical" does not mean "cheap," that creativity and cost-consciousness *can* coexist. #

A LOOK AT LEGISLATION

Personnel legislation enacted by the 94th Congress, first session, January 14–December 19, 1975:

Administrative

Public Law 94–136, approved November 28, 1975, establishes a National Center for Productivity and Quality of Working Life; provides for review of activities of all Federal agencies, including implementation of Federal laws, regulations, and policies that impede the productive performance and efficiency of the American economy; encourages joint labor, industry, and Government efforts to improve national productivity and the character of working conditions; and establishes a Federal policy with respect to continued productivity growth and improved utilization of human resources in the United States.

Public Law 94–168, approved December 29, 1975, establishes a United States Metric Board to coordinate the voluntary conversion to the metric system in the United States, and provides for the appointment and compensation of employees of the Board.

Public Law 94–196, approved December 31, 1975, authorizes the Executive Protective Service to provide under certain circumstances for the protection of foreign diplomatic missions; to increase the size of the Executive Protective Service from 850 to 1,200; and to utilize, with their consent, on a reimbursable basis, the services, personnel, equipment, and facilities of State and local governments.

Allowances

Public Law 94–22, approved May 19, 1975, increases the maximum per diem allowance for travel within the continental United States to $35, and provides in certain cases, due to unusual circumstances, under regulations prescribed by the Administrator of the General Services Administration, for the reimbursement of actual and necessary expenses up to $50 per day. Mileage allowances for various modes of transportation are also increased and additional allowances for parking fees, toll fees, and such are included.

Equal Rights

Public law 94–161, International Development and Food Assistance Act of 1975, approved December 23, 1975, provides in title III for the addition of a new section to the Foreign Assistance Act of 1961, prohibiting consideration of race, religion, national origin, or sex in assigning United States personnel to overseas positions concerned with economic development assistance.

Public Law 94–167, approved December 23, 1975, continues the National Commission on the Observance of International Women's Year, 1975, and directs that Commission to organize and convene a National Women's Conference to be composed of representatives of various groups working for the advancement of the rights of women.

Grievance

Public Law 94–141, approved November 29, 1975, provides in title IV for the establishment of a statutory grievance procedure for officers and employees of the Foreign Service and their survivors

to replace the present administrative grievance system established by Executive Order 11636.

Health Benefits

Public Law 94–182, Social Security Act amendments, approved December 31, 1975, provides in section 103 for the repeal of section 1862(c) of the Social Security Act, as amended, to remove the requirement that Federal Employees Health Benefits coverage be coordinated differently than at present as a condition of Medicare assumption of any liability for items and services covered under both programs.

Holiday

Public Law 94–97, approved September 18, 1975, provides for the redesignation of November 11 of each year as Veterans Day, effective January 1, 1978, and to make it a legal public holiday.

Leave

Public Law 94–172, approved December 23, 1975, provides that all annual leave lost by a Federal employee because of an unjustified or unwarranted personnel action shall be restored to the employee by removing the current restriction on restoring that portion of annual leave in excess of the existing maximum.

Pay

Public Law 94–82, approved August 9, 1975, provides in title II for the annual cost-of-living adjustment of the rates of pay of certain top officials in the executive, legislative, and judicial branches of the Federal Government.

Public Law 94–123, approved October 22, 1975, provides special pay and incentive pay for certain physicians and dentists employed by the Department of Medicine and Surgery of the Veterans Administration in order to enhance the recruitment and retention of such personnel, and removes physicians' assistants and expanded-duty dental auxiliaries from the General Schedule and places them under title 38 basic and premium pay provisions for nurses.

Retirement

Public Law 94–126, approved November 12, 1975, provides that, retroactive to January 1, 1969, credit under Public Law 90–486, for pre-1969 National Guard technician service for annuity computation and optional deposit purposes, will be increased from 55 percent to 100 percent. The annuity shall be reduced by the amount of any State retirement annuity earned by the individual prior to January 1, 1969, based on his technician service.

Public Law 94–166, approved December 23, 1975, provides that an individual entitled to annuity from the civil service retirement fund may make allotments or assignments of amounts from his annuity for such purposes as the Civil Service Commission considers appropriate.

Public Law 94–183, approved December 31, 1975, requires that a claim for annuity or refund based on the service of an employee or Member must be received by the Civil Service Commission prior to the 115th anniversary of his/her birthdate. Notwithstanding that provision, an application for a benefit based on service of a deceased employee, Member, or annuitant must be received in the Commission within 30 years after his/her death or other event that gives rise to title to the benefit.

Voting

Public Law 94–73, approved August 6, 1975, provides for the extension of certain provisions of the Voting Rights Act of 1965 for an additional 7 years, including the Civil Service Commission's responsibility to provide examiners for the registering of voters and poll observers to observe the balloting process, upon request of the Attorney General.

—Dorothy J. Mayo

HONESTY IS THE BEST POLICY

by L.J. Andolsek
Commissioner
U.S. Civil Service Commission

THOSE OF YOU who hold high positions in government are probably proud and somewhat apprehensive about it. Proud because it is a real honor. But apprehensive because you are aware that government employees don't stand as high with the public as they used to.

In fact there is a great deal of suspicion of government among the people. But the government is not alone in being the object of suspicion. So are newspapers and schools and the church, and if there is any way of becoming suspicious of apple pie and motherhood, I think the American people will figure it out and the Washington *Post* will run an exposé.

Let me tell you what I think is wrong—not only with the government, but with our whole civilization.

Are We Doing as the Romans Did?

I think we are getting into the same trouble that overwhelmed the Roman empire. The Romans started out as a vigorous, pioneering, no-nonsense people.

There was a lot of discipline in the family in the early years of the Roman Empire. Children obeyed their parents, and although they didn't call it a "work ethic," nearly everyone worked hard.

Those were the times when the Roman roads were built, when Roman arms were invincible, and when the empire expanded throughout most of the known world.

But the Romans couldn't stand success. They went soft. This did

not happen overnight. In fact, it took hundreds of years. As time went on, family life began to suffer. After awhile the children who in previous generations had been so obedient and helpful around the house were "doing their own thing" and various critics of Roman life commented that many parents seemed afraid of their offspring.

Rome had its own version of what we once called "the affluent society." Ostentatious wealth was everywhere.

Divorce became common. All manner of lewd entertainments were the rage in Rome, with nudity and sexual acts "on stage."

Sports events became more and more elaborate, expensive, and brutal. Popular athletes were paid huge salaries, which they spent in riotous living.

More and more members of the population became contemptuous of the law, and lawlessness became common. A ruinous inflation set in, and the people began to have little faith in their money.

Parallel Slides?

Every word of that description is literally true of the Roman Empire as it began its downhill slide toward oblivion.

Now, does this means that the United States is going down the same long slide? I don't think so, and I hope not. For one thing, the decline of Rome took centuries. Our situation has changed so fast, over a mere 200 years, that we are still a vigorous people.

I think that with a return to some basic strengths of our family life, and with some changes in our productivity and our attitude, we may change the ending—we may not suffer the same fate as Rome—at least, not for a long time.

But I'm telling you that the changes had better begin soon. I think the general decline of a strong moral foundation for our civilization, like what happened in Rome, helps to explain why people are so suspicious of each other, and why they mistrust their most treasured institutions.

I'm glad to see that in this group is a really good mixture of Federal, State, and local government people. Congress is represented, and the executive branch, and for 7 weeks you have thrashed out a lot of things without pulling any

EXCERPTS from an address by Commissioner Andolsek at the Federal Executive Institute in Charlottesville, Va., on December 16, 1975.

punches—but without throwing any punches either.

I think this illustrates how well we can get along together when we meet on a common ground, where we know what the rules are, and where we have no particular territory to protect.

"Where we know what the rules are"—that's important. The Commission and the Office of Management and Budget have recently started a series of classes for new policy executives—to teach them how the government works—what the merit system rules are—what their own rights and privileges are. We think these classes will do a lot of good.

I have worked in State and Federal Government. I've been fortunate enough to work in the legislative and executive branches, and I have served under the merit system and as a Presidential appointee. I've been the same person all the time. If you know me, you know I haven't even changed my style of operation.

Working Together

I can see no reason at all why politically appointed and career people can't get along fine. There doesn't have to be any friction. They can work together—and that is the way the system is designed to work.

Career people have no business looking down on political appointees as if they were interlopers. They aren't. They are the policymakers. The career people are there to carry out policy—and I'm talking about legitimate, Congressionally mandated policy—with enthusiasm.

In the main, I think they do that. In case the political people, with equal enthusiasm, try to put the bite on career people, we have the Hatch Act to bar the way.

Whether you are for or against Hatch Act changes, you should know that there is still a third position that has been voiced. I read a newspaper editorial awhile back that said: Let's not worry about whether to abolish the Hatch Act or not. Let's abolish the civil service and go back to political appointments throughout the Federal service. That way we'll get good service, responsive government, and a therapeutic change of personnel every few years!

Although I don't think most people would go so far, I think that editorial represents fairly well the basic feeling of anger and mistrust among the people.

One reason people are especially angry is that there have been strikes by teachers, policemen, firemen, garbage collectors, and others in public service, and the general public is understandably alarmed.

Furthermore, several writers have linked higher costs of government with the labor movement, putting the blame on unions. That charge is very unfair. A great many factors are involved, including inflation, classification errors, the recession with attendant rising costs for social and welfare expenditures, automatic salary escalators, and others.

But some people pin the entire blame on public service unions in a very simplistic way, and tend to blame all civil servants for running up government costs . . . and for joining unions.

Working With the Unions

Collective bargaining in government is not a reversible phenomenon, in my opinion. The unions are here to stay. And to a very great extent, your success as a government administrator is going to depend on your ability to relate to the workers at the operating level, to meet with them and their leaders in a way that will inspire trust, and your ability to negotiate firmly and in good faith.

Your clear duty to your job is to learn as much as you can about collective bargaining as it affects your organization, and learn how to operate effectively under the labor relations program.

For starters, I would recommend that you have an attitude of respect for the labor movement, that you provide for competent staff assistance in this highly technical area, and that you demonstrate personal interest and involvement in the union-management relationship.

The Civil Service Commission is ready with advice and information, and we have set up some very sophisticated information retrieval and analysis methods. So you need not be ignorant of important information that you need to be a successful executive. I strongly advise you to make use of our facilities.

Working for All

Another field of high interest to the Civil Service Commission is the upward movement of minorities and women in the system. This is progress. But it is not as fast as we would like to see, and it is not nearly as fast as some of our critics would like. It is unfortunate—but to be expected—that in government we get criticized for everything—including the points where we deserve criticism and those where we are doing a very good job.

Better Job, All Ways

Despite that, it seems to me that our real salvation, in the long run, lies in doing a better job all the way around.

Productivity has been down all over America. But that is no reason why productivity in government should not be on the rise—and I think it is. It has to be, when we are doing the same work and more, within our present personnel ceilings.

That brings up a point. The Commission is very concerned about productivity, and about pay and grade creep. All of these factors are interrelated. We are working with the agencies on a number

of new approaches—I hope you notice that I didn't say "innovative"—new approaches designed to measure productivity better and help to increase it. We have established a clearinghouse where we keep track of what various agencies are doing in this field, so other agencies can profit from the experiments.

We now have the final go-ahead on a plan to test a new classification system. It will go into effect very gradually—over a 5-year period—and it should improve the accuracy of position evaluations. We believe and hope it will.

This new system should help to avoid grade creep. As far as pay is concerned, we have made a great many studies to improve the methods by which comparability between private and Federal pay is determined. The Rockefeller panel has made its report on the same subject, and out of all these studies may emerge a method that will not only be accurate, but will be accepted by critics as accurate. At least we can hope.

It seems to be fairly well accepted that executive pay in the Federal Government is lower than in private industry. And although we have not corrected that mismatch yet, Congress has made an initial breakthrough, and executives are getting paid a little more. They are no longer stuck at $36,000.

I should say a few words about budget ceilings and personnel ceilings. The Commission has them, just as other executive branch agencies do, and they are imposed on us, just as they are on you.

I want to emphasize that the Commission does not set personnel or budget ceilings. This is a function of the Office of Management and Budget. So if you are blaming the Commission, it is a bum rap.

We are responsible, however, for the lists of eligibles for jobs, lists that you often use, and that you sometimes curse. One reason for the curses is that it often takes so long to fill a position. We're aware of this problem, and we are gradually improving our service. It is worth pointing out, however, that many studies we have made on this subject show that agencies share at least some of the blame.

They almost never send for a certificate of eligibles when they first begin recruiting. They recruit inside, and they mull over the problem, and they think about alternatives for several weeks—and then they send for a certificate. When they don't get instant action they tend to blame the Commission for the whole delay.

But again—I know we're sometimes slow. You can speed up the whole process if you'll anticipate your needs, and call on us sooner. In the meantime, we have a brand new computer facility at Macon, Ga. It will serve, in part, as an examination processing center, and will eventually mean much better service, both for applicants and agencies.

Keep in mind, however, that no matter how much we improve the system, we will never be able to give the same kind of service you see in private industry, where they call a person in, look him over, and they say: "Come to work tomorrow morning."

It is part of the nature of civil service that every American has a right to apply, and to be considered. We cannot cut people off without that consideration, just because an acceptable candidate walks in the door on the day we need someone.

We are working constantly to improve the nature of the consideration we give to applicants—we are working to make our examinations more clearly predictive of performance on the job. As you know, we have been taken to court on this issue, and it is a matter of high concern to the Commission, not only that its examinations be fair and valid, but also that they be perceived by the public in that light.

Say What You Mean and Mean What You Say

And finally, it is about time we made some changes in the way we write and talk. Government talk can be the most dishonest communication of all. Maybe I should soften that statement, and say that it is very hard for government people not to put on airs.

When we give a little speech, or write a memo, things have a tendency to be viable, or to have a dichotomy, or to lack reasonable supportive evidence. Do I say that this kind of talk is not just murky, it is also dishonest? Yes, I do.

We may think we can fool people when we talk this kind of inflated jargon. We may think we can fool each other, or the folks in our home town. We may think we can fool the taxpayers, our employers, into thinking we're smarter than we really are.

If we use big words, "buzz words," and pretentious phrases we *must* be smart, right? Wrong. The only ones we fool are ourselves. And the same thing goes for the common practice of making fancy verbs out of ordinary nouns.

To illustrate what I mean, let me quote you a short conversation.

One man says: "Now of course you understand that I'm just horsebacking the problem, but I'm certain no solution is viable unless it's highly prioritized."

The other man replies: "You're right, of course, but the Honchos will want us to task this out—and if it destructs, then you and I will get exit interviews, right?"

"Right," says the first man, "and I can't afford to be excessed right now, with the kids getting braces and all."

The second man ends the conversation by saying: "All right, I'll try to save our skins. I'll nutshell it for the Honchos, and try to disambiguate if I can. When they try to interface the situation and futurize, we can hardnose it out, OK?"

Well, that's exaggerated, of

course, but this kind of thing is the most insidious fault that government people have. The American people are great at spotting a phony. They've had a lot of practice. And so-called government language is phony language.

Write and speak simple, straightforward sentences for a day, if you can, or even 2 days—and see if you don't gain a new confidence and a new respect for yourself. If the whole government were to do it, I am willing to bet many of our difficulties with the public would clear up considerably.

Why? Because simple, straightforward talk is *honest* talk. It doesn't obscure meaning. And it doesn't avoid responsibility. Did it ever occur to you that when you write "the guidelines were applied," or "appropriate action was taken," you are dodging the question of who did what?

It is only through honest actions, honestly described, that government can win back confidence.

Our whole society reflects dishonesty, dissembling, concealment—and of course our society has a lot to hide.

In my opinion, we must improve our morality, our families, and our ethics if we hope to survive.

Let's take action to see that government leads the way. #

APPEALS DIGEST

Termination of Probationers

Involuntary resignation

The appellant resigned from his position during his probationary period and subsequently appealed to the Federal Employee Appeals Authority, alleging that his resignation had been involuntary. The FEAA office noted that persons involuntarily separated during their probationary periods have appeal rights to the Commission only when they allege that their separations resulted from discrimination on one or more of the bases specifically mentioned in part 315H of the civil service regulations. It noted further that the appellant had not alleged that his separation had resulted from discrimination on any of those bases. The field office therefore concluded that the appeal was not within the purview of the Commission's appellate jurisdiction (Decision No. DA315H60004.)

Restoration After Military Duty

Appellant was denied reemployment after military duty on the ground that the appellant's personnel folder did not reveal any indication that appellant was entering military service and, furthermore, that the agency had officially terminated the appellant for absence without official leave after 10 days of absence.

The appellate record disclosed that appellant entered the military service on January 18, 1971, the day before he was placed on AWOL. Further, appellant alleged that he had notified his supervisor he was leaving to enter military service, and that his supervisor had shaken his hand and congratulated him.

The FEAA field office, citing FPM Supplement 353–B–1, section, B–5, Obligation To Restore, noted that the agency's obligation to restore was unaffected by the fact that the agency did not release the employee for military duty or did not know the employee went on military duty. Accordingly, the field office directed that appellant's 1971 termination be revoked, and agency records appropriately revised to reflect the actual facts. FEAA further directed appellant's restoration retroactive to the date of his application for reemployment. (Decision No. NY-035350005.)

Discrimination Complaints

Jurisdiction

The complainant alleged that the agency had discriminated against her by losing a report of her on-the-job injury and by taking actions that had been detrimental to her health, which had prevented her from obtaining proper treatment for her injury, and which had caused loss of pay in connection with absences related to her injury. The agency rejected the complaint on the ground that the matters giving rise to it appeared to fall under the jurisdiction of the Department of Labor rather than the complainant's employing agency.

The Board found that while the Department of Labor evidently had jurisdiction over certain matters related to the complainant's injury, the complainant had raised allegations regarding actions of agency personnel. It therefore rescinded the agency's decision and remanded the matter to the agency for further determination regarding the timeliness and purview of the complaint. (Decision No. RB071360240.)

Personnel records

Complainant filed a formal complaint of discrimination based upon race and sex, contending that as a white male he had been discriminated against when his time and attendance records were incorporated into the agency's investigation of a complaint filed by a nonwhite female coworker that concerned her removal based, in part, on her time and attendance. The agency rejected his complaint as not within the purview of the discrimination complaint processing regulations.

The Appeals Review Board affirmed the agency's decision to reject the complaint. Section 713.216 of the regulations requires that a thorough investigation be conducted into all issues in a complaint that has been accepted for processing, including a review of the treatment of both members and nonmembers of the complainant's group (i.e., nonwhite females, and others).

The Board found that since complainant's time and attendance records were clearly required for proper adjudication of the coworker's complaint, the agency was without discretion to refuse to include his records in the investigative file assembled in connection with her complaint. Inasmuch as a complaint may be filed only with respect to matters over which the agency has jurisdiction, rejection of the instant complaint as not within the purview of part 713 was appropriate. (Decision No. RB071360288.)

Adverse Action

Deciding official

On an appeal of the employee from his removal, the Federal Employee Appeals Authority noted that the same official who signed the notice of proposed removal signed the notice of decision "for" an official of higher level. The FEAA reversed the removal action, holding that it was not in procedural compliance with section 752.202(f) of the civil service regulations (5 CFR 752.202(f)), which reads in part: "The (adverse) decision shall be made by a higher level official of the agency . . . than the official who proposed the adverse action."

The Federal Employee Appeals Authority construed the proposing official's signature on the notice of final decision "for" the higher level official to mean that the former was acting under a delegation of authority to make the decision for the latter, a delegation not permitted by the regulations. (Decision No. BN752B60026.)

Removal

The appellant was separated from the service for inefficiency as a "charge" nurse because of her failure to carry out the supervisory and managerial responsibilities of her position in a satisfactory manner. Prior to her promotion and assignment to perform those duties, she had worked satisfactorily for a number of years as a clinical or staff nurse at the same and lower grades in positions without "charge" nurse responsibilities.

The FEAA concluded that, in retrospect, the agency may have erred in its judgment in assigning the appellant supervisory responsibilities. Since the agency could have corrected that error by relieving her of her charge duties and continuing her in a position without such duties, the removal action was held to be unreasonable and not for such cause as would promote the efficiency of the service. (Decision No. BN752B60015.)

Change to lower grade

The action by which the appellant had been promoted was found to have been improper, and was reconstructed by the agency. On reconstructing the action, the agency found that the appellant could not have been properly selected for promotion because she was not eligible for referral to the selecting official, and it therefore changed the appellant to a lower grade.

The field office noted that the appellant had not been advised of the reasons for her failure to be ranked high enough for referral, and that she had indicated her lack of knowledge of those reasons both in her replies to the advance notice and in her appeal. Accordingly, FEAA found that the advance notice failed to meet the regulatory requirement that the reasons for the proposed action be set forth specifically and in detail. Because of that procedural defect, the change to a lower grade was reversed. (Decision No. AT752B60040.)

—Paul D. Mahoney

THE NEW FACTOR EVALUATION SYSTEM OF POSITION CLASSIFICATION

by Arch S. Ramsay
Director, Bureau of Policies and Standards
U.S. Civil Service Commission

THE DECISION to implement the new Factor Evaluation System (FES), a new approach to the development of position classification standards for nonsupervisory General Schedule positions, represents the first major change in the job evaluation process since the Classification Act of 1949.

From Proposal to Implementation

It all began with the investigation of problems with the current system by Representative James R. Hanley's Subcommittee on Position Classification in 1967. The Committee Report, completed in 1969, cited complaints concerning difficulty in understanding the classification process, e.g., that position classification standards are too complex, that grade levels are not clearly defined, and there are many classification inequities.

On the basis of this study Congress enacted Public Law 91-216, The Job Evaluation Policy Act of 1970, to "prepare a comprehensive plan for the establishment of a coordinated system of job evaluation and ranking for civilian positions in the executive branch" (see *Journal*, vol. 12, no. 4, p. 12).

In accordance with this Act, the Civil Service Commission created a task force as a separate unit reporting directly to the Commissioners. The scope of the task force was broadened by the Commission to cover the review of all pay systems throughout the executive branch and was named "The

Job Evaluation and Pay Review Task Force." A report to the President from the Commission was forwarded to the Congress by the President in May 1972.

In addition to recommendations in the area of pay (which the Commission set aside for further study), the report concluded that "the factor-ranking method with benchmark descriptions and guide charts is the most effective method of job evaluation and one that fits the needs of the Federal service" An important stage in the improvement of job evaluation in the Federal service was reached when the Commission stated:

"After careful consideration of the comprehensive report submitted by the Task Force and the views of interested parties, the Commission has decided to adopt, subject to satisfactory completion of testing, the major job evaluation proposals regarding methods and techniques, i.e., the use of a factor-ranking method and the use of benchmark positions."

Refinement of the Factor Ranking/Benchmark Approach

A special project group within the Standards Division of CSC's Bureau of Policies and Standards was set up to design the framework for application of the factor ranking/benchmark approach to the evaluation of nonsupervisory General Schedule positions GS-1 through 15 (see *Journal*, vol. 13, no. 2, p. 20).

Field Test

After designing the framework for the system, the group faced the task of testing the methodology (see *Journal*, vol. 15, no. 1, p. 26). A nationwide field test was conducted covering a cross section of General Schedule occupations in nonsupervisory grade levels from GS-1 and GS-15 (approximately 4,000 positions) involving 26 agencies and 256 field installations. The field test was carried out to

determine whether the factor ranking/benchmark approach to position evaluation met the following objectives:

☐ First, and foremost, it must result in accurate and consistent grade levels for the positions tested.

☐ Second, it must be understandable and acceptable to program and personnel managers, supervisors, employees, and employee representatives.

☐ It must be administratively feasible.

Although we believed that the proposed system was theoretically sound, we also needed to know whether it would work in practical, everyday situations.

Agency personnel applied the point-rating method to positions during the field test and reported their findings to the Commission. Answers to attitude questionnaires directed to supervisors, employees, and classifiers and field test data were analyzed to determine whether this system could achieve the objectives outlined above. Responses to the attitude questionnaires were highly favorable, with the highest degree of acceptance of the new approach by employees in grades GS-1 through GS-5.

Analysis of all the field test data revealed that the factor point-rating method:

☐ Provides a technical improvement over current practice, including a better framework for alignment across occupational and organizational lines.

☐ Is more understandable to employees and supervisors and enjoyed a high degree of acceptance by employees, supervisors, and classifiers.

☐ Would be improved by an intermediate tool between the primary standard and the benchmarks (this tool is a series guide with factor-level descriptions in occupational terms).

☐ Can be satisfactorily applied, with changes as indicated by the field test.

Test Conclusions

Based on the test findings and preliminary informal consultation with representatives from agencies, independent unions, and professional associations, we concluded that:

1. Some technical revisions were necessary, and these revisions have been made.

2. There would be no significant number of upgradings or downgradings of positions now correctly classified.

3. The application of the new methodology will not support the current classification of jobs that are out of line under present standards.

4. The new methodology can be implemented by issuing occupational standards containing:

—Series definition.

—Occupational information.

—Benchmarks covering typical jobs at each grade level in the occupation.

—Classification guidance in the form of factor-level descriptions to improve accuracy and provide coverage of those jobs that cannot be matched to a single benchmark.

—Qualification standard.

—Examining guidance, as appropriate, for competitive examining and inservice placement.

(For more information about test conclusions, see "Report of Project To Develop, Test, and Evaluate an Improved Approach to the Evaluation of Non-supervisory Positions GS-1 through GS-15.")

Significant Changes After Field Test

The need for an intermediate tool between the basic guide chart and the specific position benchmarks was met by the addition of factor-level descriptions for each occupation. (Subsequently, the Guide Chart title was changed to *Primary Standard.*) We believe this change, together with training, will correct the classification problems revealed by the field test.

Consultation

Agency directors of personnel, labor organization representatives, professional associations, and CSC offices were given full information on the proposed system. The project report provided to them covered the design and field test of the new methodology, the field test evaluation and conclusions, the proposed implementation plan, and how the new system differed from the Task Force proposals.

We asked for reactions to the basic question of whether the new system should be implemented. Five specific questions were asked to help assure that consideration was directed to key issues:

1. Would the new system make significant improvement in agencies' exercise of their classification responsibilities under title 5 of the U.S. Code?

2. What suggestions did they have for further methodology improvement?

3. Is substantially full implementation by FY 1980 reasonable?

4. What reactions did they have to the action plan for development and issuance of standards?

5. Did they have suggestions for more descriptive terms for the key parts (e.g., "benchmark") of the system?

We indicated that we would welcome specific suggestions and recommendations on the role that agencies and employee representatives might have in the standards development process for the new system, and the manner in which this role could be most effectively carried out.

We asked that their views on the proposal and any suggestions and recommendations be provided so that the Commission could have the benefit of their counsel.

Summary of Consultation Results

The large majority of agency respondents were clearly in favor of implementing the new system.

Their comments indicated that they thought the new system was technically sound and would bring improvement. They felt the the implementation plan was appropriate. Further, while implementation could mean a heavier workload (especially in the first phases), it would be worthwhile in terms of expected returns—improved job evaluation accuracy, better position and occupational alignment, and increased understanding and acceptance by employees.

Yes, there were some reservations. The most significant comments centered on the need for added resources to meet staff and workload demands, doubts about CSC's ability to meet the standards production goals, the expressed need for more time to refine the system before issuing the first standards, and (unless there were refinements) whether the new system would bring significant improvement. An integral, yet separate, part of the resource concern was the implication of the heavy training program required for effective implementation.

Three professional associations wrote generally favorable responses.

Organized labor in general was opposed to the implementation of FES. We met with them periodically during the life of the project.

Union views were divided between those that took a wait-and-see attitude and others, including the AFL-CIO and its affiliates, that were strongly opposed to the project.

Some areas of major concern:

—The number of factors used in FES.

—The value of a "point system" vs. a "nonpoint system."

—The feasibility of the application of a multiple-factor point system to the fifteen grade levels and across all occupational lines.

—The feasibility of further tests of alternate systems.

Intensive and meaningful consultation with agencies, labor organizations, and professional

1 Knowledge required by the position

2 Supervisory Controls

3 Guidelines

4 Complexity

5 Scope and Effect

6 Personal Contacts

7 Purpose of Contacts

8 Physical Demands

9 Work Environment

associations covered almost a year. Topics of discussion concerned the technical aspects of the new evaluation system, as well as methods and procedures for improving the Federal job evaluation process. The role of agencies and labor organizations in the standards development process also was discussed with various parties.

The basic issue after consultation was whether or not to adopt and implement the proposed FES, with the AFL-CIO strongly opposed to implementation. Another issue concerned the role of agencies and labor organizations in the standards development process, with the unions seeking a structured system with third-party consideration of differing views.

After carefully considering all comments and concerns, the Commission decided to adopt the FES, with instructions to staff to give wide opportunity to interested parties to comment during the test implementation of the first group of standards.

Summary of Factor Evaluation System

The proposed new system combines three well-established techniques for job evaluation and classification, i.e., whole job ranking (the process used in most of our current position classification standards), factor comparison, and point rating (used in some of our current standards). Basically, the system provides a new way of issuing the grade-level section of classification standards. Benchmarks and factor-level descriptions for the occupation replace the narrative descriptions of grade levels in classification standards. As a result, implementation will not require legislation.

The system has three basic parts: the primary standard, the factor-level descriptions for the various series, and the benchmarks. These are described below.

Primary Standard. The basic tenet of the system is that all nonsupervisory jobs in all grades GS–1 through 15 are ultimately point-rated against a single "standard-for-standards," the primary standard. The primary standard describes nine factors common to

white-collar occupations. These are:

1. Knowledge required by the position
2. Supervisory controls
3. Guidelines
4. Complexity
5. Scope and effect
6. Personal contacts
7. Purpose of contacts
8. Physical demands
9. Work environment

The levels of each factor, and the point values for each level, are listed. A conversion table, which is part of the primary standard, shows the range of total point values for each GS grade. Standards that use this system must be in accordance with the primary standard. Thus it serves as the basic tool for alignment for standards across occupational lines.

Factor-Level Descriptions for the Series. This is the application of the primary standard to a specific occupation or group of closely related occupations. Without deviating from the primary standard, it describes characteristics of each factor in terms of that occupation. It is used to point-rate factors not fully covered by the benchmarks for an occupation or at the personal preference or convenience of classifiers.

Benchmarks. A benchmark describes an actual job situation that typically represents significant numbers of jobs in an occupation. It is described in terms of the nine factors and has been point-rated by reference to the factor-level descriptions for the series and the primary standard.

To classify a position, a position description should be written in the new factor format. If the classifier can match the position description completely with an existing benchmark standard, that determines the classification of the position. If any (or all) parts of the position cannot be point-rated using benchmarks, the factor-level descriptions of the series are used. In those very few instances in which a factor cannot be point-rated by use of the series factor-level descriptions, the primary standard is used.

Implications for Commission Programs

The immediate and heaviest impact would be on the standards program. Included in both the report and our budget were plans calling for issuance of drafts of eight standards, using the new methodology, in March 1976. These drafts will undergo a structured application and review by the agencies, which will provide opportunity for further scrutiny and adjustment of the new system before it is finally operational. By December 1976 we would hope to have the first FES standards issued in final form for mandatory application.

In order that this effort be successful, the Commission is initiating an educational program for employees, supervisors, and the personnel community. Agency classifiers—and the CSC personnel with need for that knowledge—will receive intensive technical training in the application of the new methodology so that it will be used correctly in the review of the first eight draft FES standards. Some unique training materials are under development by the Commission, e.g., a colorful and informative slide-tape presentation, an employee brochure, training lessons for basic and advanced instruction, and employee handouts. These training course materials will be available early in 1976, and in the following years will be integrated into ongoing training programs given by both the Commission and agencies.

The next 5 years will be years of increased standards production requiring additional staff. This year we also plan to begin a project to try to systematize fact gathering and analysis instruments that would speed up the standards development process so that we will be able to achieve the FY 1981 goals.

The need to bring the white-collar standards program up to date would be urgent even if we were not to adopt this new methodology. The Commission's standards program must continue to be responsive to the requirements of new programs and occupational developments. We believe the proposed new methodology has potential for speeding up both the production of standards and the classification of individual jobs.

Implications for Agency Programs

Increased standards production will mean more new standards for the operating classifier to review and apply. Many agencies will probably find it necessary to devote more resources to their classification programs than has been the case in the past several years. However, in most cases these resources would be required anyway to adequately carry out their responsibilities under the present system. Because the new methodology has potential for improvement of agencies' exercise of their classification responsibilities under the law and because the new methodology has significant potential for speeding up the classification of individual jobs, the additional resources to achieve this improvement would be reasonable and desirable.

Staff Recommendation

"In our view, the positive support for the new system by a decided majority of respondents confirms our conclusion that the system should be implemented. The concerns identified in the consultation are significant; our recommendation to implement embodies an action course which we believe is fully responsive to these concerns."

Commissioners' Decision

It was on the strength of the field test results and recommenda-

tions following extensive consultation with agencies, labor organizations, and professional associations that the Commissioners expressed their approval of the plan to implement the new Factor Evaluaton System on December 17, 1975.

The importance of labor-management relations has not been overlooked. We are in an era of broadened relationships with reference to a number of significant personnel matters. Successful implementation of the Factor Evaluation System is dependent not only on the knowledge of personnel specialists, but upon the understanding and support of program managers, employees, and employee representatives.

It also requires top management support.

It was as part of this effort to enhance understanding and support through structured consideration of classification matters that the Commissioners approved a staff proposal to consult on the concept of a Classification Standards Advisory Board (CSAB). Such a board would be chartered under the provisions of the Advisory Committee Act.

The board, as now conceived, would be composed of an equal number of agency and labor representatives. In addition to being aware of the status of standards projects, the board would:

☐ Consult on priorities for standards to be developed.

☐ Advise on occupational study plans.

☐ Have access to data on the results of the application of draft standards.

☐ Review final standards before printing.

☐ Have an opportunity to seek reconsideration (above the Standards Division level) of a decision to print a standard on which there is disagreement.

Agencies, labor organizations, and professional associations are now commenting on both the concept of a CSAB and the particular model sent to them for their detailed review. The Commission will then consider that input and determine what future steps should be taken on the CSAB concept so as to achieve the support and understanding the Factor Evaluation System needs for its successful implementation.

This is the Factor Evaluation System as we visualize it in operation. Gradual implementation, series by series, will take place over the next 5 years. In the interim, current Commission position classification standards will remain in full force and effect.

#

SPOTLIGHT ON LABOR RELATIONS

State of the Art:
Grievance Arbitration

Grievance arbitration is coming of age in the Federal labor relations program. An entirely new dimension is emerging with the advent of binding arbitration and the awarding of "make-whole" remedies by labor arbitrators.

Most (86 percent) grievance procedures provide for binding arbitration, according to a November 1975 study by CSC's Labor Agreement Information Retrieval System (LAIRS).

The LAIRS profile of "Negotiated Grievance Procedures and Arbitration in the Federal Government" reveals basic and significant trends in how grievance arbitration is operating:

☐ Nine out of 10 provisions are limited to "interpretation or application of the agreement," and around half restrict the grievability of agency rules and regulations. (The May 1975 amendment to E.O. 11491 permitting negotiation of grievance procedures reaching agency rules and regulations will be an important factor when these restrictive provisions come up for renegotiation.)

☐ Similarly, nine out of 10 provisions provide that management and union share the costs of arbitration equally.

☐ Many more provisions (86 percent) authorize official time for either the grievant, union representative, or witnesses in connection with the arbitration hearing than for the preparation and presentation of the grievance at lower steps (60 percent).

Finality—Council's Policy

The Federal Labor Relations Council's policy against disturbing binding grievance-arbitration awards is becoming well established in appeals to the Council from arbitrators' decisions. Under its rules for appeals, the Council will review awards on only very narrow grounds—violation of "applicable law,appropriate regulation, or the order, or other grounds similar to those on which challenges to arbitration awards are sustained by courts in private sector labor-management relations." It has refused, for example, to review awards on the basis of the following arguments:

—Where a party disagrees with the arbitrator's interpretation of the collective bargaining agreement.

—Where a party disagrees with the arbitrator's rationale or reasoning, but the award is clear and unambiguous.

—Where a party claims error in the arbitrator's findings of fact.

—Where a party alleges that the award violates applicable law, appropriate regulation, or the order, but fails to identify the specific law or regulation, or provision of the order, alleged to have been violated or the manner in which the law, regulation, or the order has been violated.

—Where a party alleges that the arbitrator failed to decide whether an unfair labor practice under section 19 of the order has been committed.

The Council will, however, review an arbitration award where it is alleged the hearing was not conducted in a fair and impartial manner, that the award was based on fraud or misrepresentation, or that the arbitrator exceeded the scope of his authority.

In doing so, it will apply the test used by the courts in the private sector for reviewing arbitrators' awards—whether based upon the record and the arbitrator's interpretation and application of the particular provision of the parties' agreement, the award "is so palpably faulty that no judge, or group of judges, could ever conceivably have made such a ruling"; or that in no rational way could the award have been derived from the agreement; or that the award evidences a complete disregard for the agreement; or on its face the award represents a patently implausible interpretation.

In short, the Council (as is true of the courts in the private sector) will not willingly substitute its judgment for that of the arbitrator whom the parties have selected to resolve their dispute.

Enforceability: GAO's Findings

Grievance arbitration has generally been a means of obtaining monetary relief from unwarranted or unjustified personnel actions. This overall conclusion is drawn from companion General Accounting Office studies of the existing law and regulations governing make-whole remedies and the application of make-whole remedies in arbitrators' awards. Both reports were prepared for the House Committee on Post Office and Civil Service in considering possible changes in the permissible scope of grievance arbitration.

The Assessment of Existing Law and Regulations, dated March 20, 1975, identifies certain "gaps in coverage" that would require legislation in order to make employees entirely whole from unjustified or unwarranted personnel actions. However, the report makes no recommendation for or against such legislation. The present Back Pay Act and its implementing regulations, together with other statutory remedies, are found to be adequate in most instances to make employees whole. Of primary importance, in the Comptroller General's view, is the fact that for purposes of applying the remedies under the Back Pay Act, binding arbitration awards are regarded as if awarded directly by the agency head. For example, decisions of the Comptroller General and Federal courts have authorized awards for make-whole remedies based on the following:

—Retroactive promotions (where it is found that "but for" the improper management action, the grievant would have been promoted).

—Improper separations and removals.

—Suspensions, furloughs without pay, and periods of enforced leave.

—Retroactive periodic step increases.

—Retroactive change in appointments.

—Environmental and hazardous duty differentials.

—Retroactive adjustment of rate of pay.

—Post differential and living quarters allowances.

—Travel expenses directly incident to successful appeal.

In summary, the Comptroller General concludes "that existing statutory make-whole remedies are generally adequate to restore employees who have undergone unjustified or unwarranted personnel actions to the same financial position they would have been in if the wrongful action had not taken place."

The Review of Grievance-Arbitration Awards, dated October 17, 1975, reinforces this conclusion by demonstrating that the vast majority of monetary remedies fashioned by labor arbitrators can and are being implemented under existing law and regulations. The study is based on a review of the 509 grievance-arbitration awards in CSC's Labor Agreement Information Retrieval System dated January 1975.

Overall, the report shows that unions won more of the 141 discipline cases than management (the private-sector pattern), whereas management won more of the 152 work-assignment cases. There was a nearly even split between management and union awards in promotion grievances.

In addition to this wholesale review, the Comptroller General analyzed 25 arbitration awards in great depth—interviewing the arbitrators and management/union officials involved. Agency and union officials interviewed were in general accord that (1) in selecting an arbitrator, they are more concerned with the depth of his knowledge in Federal personnel laws and regulations than with the size of his fee, and (2) the E.O. 11838 changes opening up the scope of permissible grievance arbitration will result in an increased volume of arbitration cases.

—Robert J. Day, Jr.

CIVIL SERVICE AND THE NATION'S PROGRESS

by Ada R. Kimsey
Office of Public Affairs
U.S. Civil Service Commission

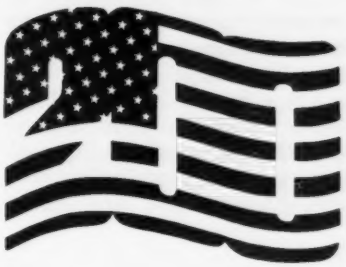
IT IS JULY of 1969, and the scene is straight out of fantasy. The entire nation is united as almost never before, eyes fixed on the flickering cathode-ray light of the television screen, where the jet-black outline of a metal ladder cuts across a landscape never before seen by man.

The landscape is the Sea of Tranquility on the moon. The ladder stretches from the lunar module to the surface. Now a waiting nation can see a pair of heavy boots moving slowly down the rungs of the ladder, slowly and carefully stepping into a new era.

The astronaut's voice, thin and stripped of overtones by a quarter-million miles of transmission across space: "That's one small step for man, one giant leap for mankind."

Neil Armstrong, who took the giant leap for all of us, is often remembered as the first man on the moon, but is seldom thought of as a civil service employee who took that step in line of duty. But that's what he was, and he fits right in with a long line of civil servants who—from the days of the Continental Congress—have helped make our national ideals and aspirations become reality.

Our nation's Bicentennial reminds us that public employees are not only assistants at the birth of great national undertakings. They are entrusted with the health and care of the child. As the *New York Times* has editorially commented: "A bureaucrat is a researcher on arthritis at the National Institutes of Health, a meat inspector in the Department of Agriculture, a nurse in a veterans hospital, a



Coast Guardsman on a stormswept shore, a game warden in a wildlife refuge, the cartographer who draws the day's weather map, the teacher of an autistic child."

In essence, the diversity of public employees reflects the diversity of our nation. What's more, this diversity reflects—is a response to—what the public has said it wants its Government to do. And if Government employment numbers seem big, then those numbers, too, are a reflection of our gigantic America.

Public Jobs Popular

Another point about public employees and public service: Major national events often spring from, or turn on issues of how Government is staffed. Take, for example, the fight for public jobs. In this country, we've often mistrusted the public employee, while at the same time making strenuous efforts to join the ranks of the publicly employed.

Back in the 19th century, it was pretty much accepted that the unruly scuffle for public jobs would take up the first month of the new President's term in office. This practice of parceling out public jobs for cash or for party loyalty was considered insidious, impractical—and inevitable. It may have contributed to President William Henry Harrison's early death after only one month in office.

Other officials seem to have regarded the pressures with amused horror. Secretary of State W. H. Seward noted that the world seemed to be divided into two classes: "Those . . . going to California in search of gold and those going to Washington in quest of office." President Abraham Lincoln coined an apt phrase for the siege by job hunters: "I seem like a man so busy letting rooms at one end of his house that he has no time left to put out the fire that is blazing and destroying the other end."

The problem became so monstrous it was no longer just an issue of Government employment policy, but an issue affecting entire administrations and the country. The final horror of a President assassinated by a disappointed job seeker led in 1883 to the beginnings of a merit system for public hiring.

Clearly, Government personnel happenings are not isolated incidents handled in dingy offices by quill-wielding "bureaucrats." How the Government hires and maintains its staff relates intimately to the well-being of our entire public administration. And although the Federal Government employs only about 2¾ million of the nearly 15 million public em-

ployees, its practices influence the way States, counties, and cities administer their personnel systems.

Let's take a look at the evolution of our uniquely American civil service. Pre-Revolutionary experience with European, and especially British, civil services set the American mood, perhaps, as anti-public service. Under British rule, the colonies suffered from inept, corrupt, and decentralized public administration. Jobs were not only for sale, but often the buyers in turn "subcontracted" the jobs and thus spared themselves the rough ocean voyage to America.

Read the Declaration of Independence. In its complaints against the Crown, the Declaration did not overlook iniquities in the area of public administration, such as: "He has erected a Multitude of new Offices, and sent higher Swarms of Officers to harass our People, and eat out their Substance."

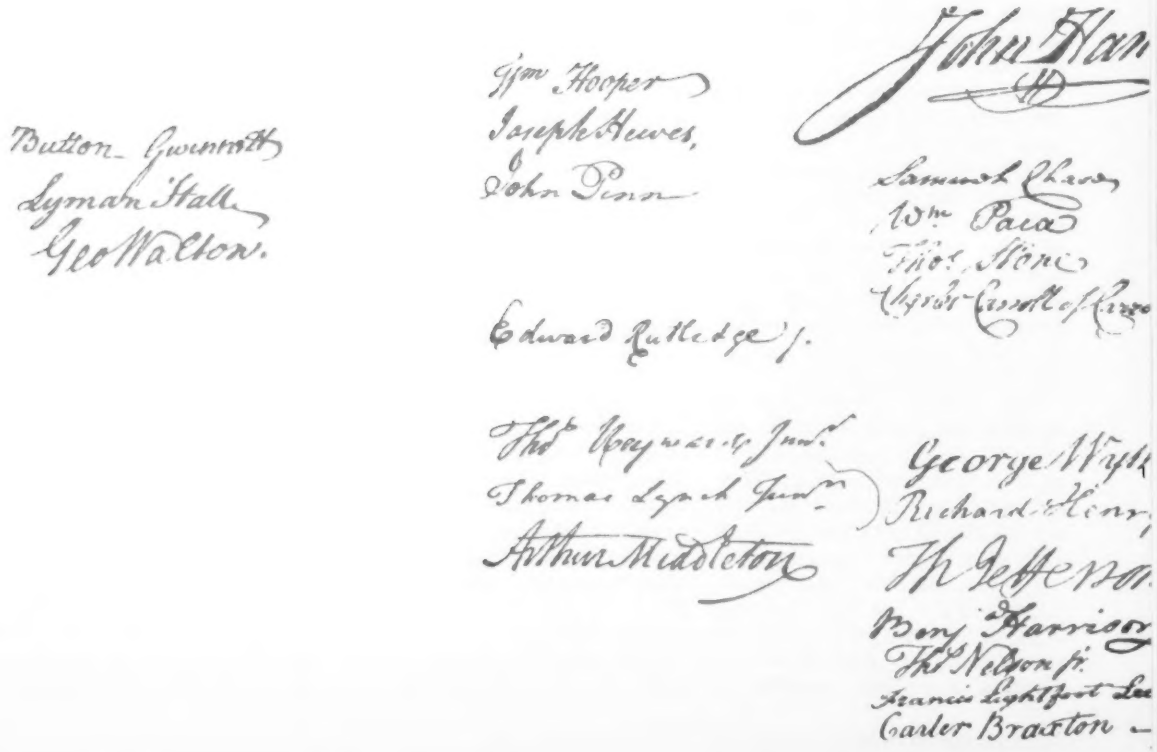
The stage was set for a Government where the hiring, promotion, and firing of public employees would be of intense importance. However grudgingly, from its inception, the new government relied on its public employees.

The scene is the Mt. Vernon of 1789. A hurrying coach slows to a stop, and from the coach emerges—a civil servant. It is Charles Thomson carrying to George Washington official word of his Presidential election. Over the years from 1774 to 1789, as Secretary of the Continental Congress, Thomson served as a man of all work for the fledgling government. Fittingly, this first public servant of note was an adherent of the revolutionary cause. Thomson presided over two clerks, a deputy secretary, and a messenger—"all overworked." Distrust of public servants and the thin public purse were doubtless among the reasons for the maintenance of only a minuscule public service.

Distrusting executive power of any sort, Continental Congressmen wore themselves ragged trying to serve as both legislators and administrators. Even Dolly Hancock helped out in the office at times during husband John's tenure as President of the Continental Congress from 1775 to 1777.

Man of All Work

Meanwhile, Thomson as Secretary of the Continental Congress managed printing; kept the



Congressional journals; signed releases to the press; maintained State government and Congressional correspondence; kept the seal and signet. As Secretary, he signed the Declaration of Independence. For a short time, he served as President of the Congress. And when the war caused the Congress to flee from Philadelphia to Baltimore to Lancaster and York, he advanced the money to pay for the hauling of official documents.

As one writer has put it, "Working for a government that was still in its formative stage, the civil servants of this period, far from constituting an entrenched bureaucracy, were actually self-sacrificing novices lacking even the benefit of precedent." (Elizabeth Cometti, "Civil Servants of the Revolutionary Period," *Pennsylvania Magazine of History and Biography.)*

Most future governmental departments started as part of the relevant Congressional operating committees during the pre-1789 period. However, there was one agency managed by colonists that continued as a department. It was, of course, the Post Office Department. In 1753, Benjamin Franklin and William Hunter took office as Joint Postmasters General.

From the ratification of the Constitution in 1789, public personnel issues have intertwined with the nation's destiny. The first debate of the new Congress concerned a personnel matter. The Government was still in New York, where Washington had just been inaugurated two weeks earlier, when Congress debated the matter of removing executives. That is, could the President, the Senate—or both—remove Government officials?

The Constitution separated the legislative and administrative functions by assigning administration to the President. It specified that no legislator could at the same time serve in civil office. Appointment of higher officials rested with the President, with the Senate holding the veto power over his choices. As for lesser or "inferior officers" who operate the Government, the Constitution was not so definite, stating the Congress may specify appointing authority for such personnel. Accordingly, it could be vested in "The President alone, in the Courts of Law, or in the Heads of Departments."

But the Constitution did not tackle a vital issue—that of removal of public officials.

In this first debate, the President won removal authority. However, it remained a stormy issue to be contended over the ensuing decades. President Andrew Johnson ran afoul of it when he refused to abide by the law Congress passed in 1867 called the Tenure of Office Act. Here's the story. For several years during the Lincoln and Johnson administrations Congress had been passing laws reversing the President's power of removal. With the passage of the 1867 act, even Cabinet officers could not be removed without concurrence of the Senate. Johnson proceeded to remove Secretary of War Edwin M. Stanton. Johnson was impeached, and his acquittal was secured with difficulty.

Incidentally, Johnson himself was a "spoilsman." As noted earlier, the controversy over how, when, and with whom to fill public jobs had brewed ever since the nation's founding. By the 1850's the pro-spoils and the pro-merit factions were becoming increasingly polarized. It took the gunning down of President James A. Garfield by a disappointed office seeker to drive the nation toward merit hiring in Government.

Merit Hiring Instituted

What did merit hiring mean? It was certainly in keeping with American ideals we celebrate in this Bicentennial—the ideals of opportunity for all, ideals of equality and fairness. It meant fairness in at least two ways—fairness to qualified job seekers, and fairness to efficient national administration. It meant that wealth or personal friendship or political party loyalty did *not* constitute qualification for public employment. How these ideals can be practiced and connected to a changing society continues to be a dramatic story.

In the first merit law, the Pendleton Act of 1883, the merit ideal took the form of a few simple procedures. The law called for practical, open competitive examinations of applicants for the classified service. Appointments were to be made from the highest ranked. A probationary period was to precede final appointment. The act broke new ground in other ways. In setting up the U.S. Civil Service Commission it devised a new administrative design—the commission. Thus personnel matters were to be removed from the political/administrative mainstream in an attempt to insure political neutrality in Government hiring.

From these rather simple beginnings, the Civil Service Commission fashioned for the nation a system that now applies the concept of merit and fairness to all aspects of personnel administration. First a testing agency primarily, evolving into a central personnel agency, the Commission can still look back to 1883 to find the basic principle of merit that guides its management of a modern personnel system as well.

Legacy From the Past

These were heady days of fulfillment from 1883 forward for the citizen leaders who had fought so long and hard against spoils. It was a fighting matter to remove large blocs of public jobs from political control. But one leader, Theodore Roosevelt, was forthright in his determination to enforce and extend merit. Roosevelt, a Civil Service Commissioner from 1889–1895, spoke plainly:

—to a job applicant: "No political influence will help you in the least. Not both your Senators and all your Representatives in Congress . . . ."

—to a reform leader: "The spoils-monger, the man who peddles out patronage, inevitably . . . breeds the vote-buyer, the vote-seller and the man guilty of malfeasance in office . . . wherever the spoils system flourishes rankly it is bound to produce the utmost corruption and degradation."

But while Congresses and Presidents may have differed on managing the public service, the public servants were at work. Today the range of occupations is nearly as great as that found in private industry. In addition, there are jobs found only in Government. Only Government hires customs inspectors, or correctional officers, or passport examiners.

Government employees have been the facilitators, the doers, the helpers at critical points of our history. Listen to this: "Doing a land office business." Sound familiar? People started that saying about the harried clerks (Government) of the General Land Office—forerunner of the Bureau of Land Management. Organized in 1812, one of the earliest Government agencies, this agency facilitated giving the new land to its people. From 1812 to 1962 the BLM transferred more than one billion acres of public domain to private hands.

Government and Science

Since the earliest days, Government employees have been part of Government's fostering of scientific development. Rewards for scientific research and initiative are written into the Constitution. See Article I, Section 8: "The Congress shall have power . . . to promote the progress of science and useful arts, by securing for limited times to authors and inventors the exclusive right to their respective writings and discoveries."

Subsequently, the first Patent Law (of 1790) was passed to encourage individual ingenuity and to give some security to inventors. The Patent Office was set up in 1802. Through the legislative requirement that the Patent Office test each invention, the Government thus supported and fostered the use of scientific principles.

The year 1807 saw the first scientific activity of the Government.

Congress authorized a survey of the coast, an undertaking of great value to this nation's fledgling commerce, and to its developing sea power. At the same time, Congress set up the Government's first technical bureau, later known as the Coast and Geodetic Survey.

Not too long later, explorers Lewis and Clark, under Government subsidy, claimed for the United States all the vast area between the Louisiana Territory and the mouth of "the great River Oregon."

Explorers and mappers such as the Lewis-Clark team, and others such as John Charles Fremont, brought back botanical and zoological specimens and data. Through their reports, they informed the nation of conditions of the West, and stimulated Western settlement.

The benefits of Government scientific effort and the work of Government scientists, researchers, and clerks are all around you. Your electric clock's accuracy is assured by Federal scientists. The efficient operation of your automobile owes much to the exact measurement of parts made by hundreds of manufacturers using measuring instruments checked against Government standards. In fact, it's fair to say that the modern mass production structure, with its assembly-line techniques, relies on the firm foundation of precise measurements and calibrations developed by the National Bureau of Standards. And the production of instruments, which was a new industry for this country, was based on the work of NBS.

Then think of the defense-related achievements, many of which have been adapted for our everyday use, as well. Actually if these scientists had done nothing but develop radar, they would have made history. We all know the importance of radar to aviation safety, to our space exploration. But here's a story about the space effort that makes it more real and interesting than, for example, a recital of numbers of miles traveled in space. Earlier, we mentioned a famous name in space exploration—Neil Armstrong. This is the story of Jack Albert Kinzler, another name, another civil servant. He may be even more important than some of the better known names. He saved the mission of Skylab II.

The last crew lived and worked in Skylab for 171 days, 13 hours, and 10 minutes before they splashed down safely. But they almost never got up to begin with. Something went wrong when Skylab was blasted into orbit. The aluminum heat-shield that was supposed to protect it from overheating was ripped off.

So they handed Kinzler, Chief of the Technical Services Section at the Johnson Space Center in Houston, this neat problem: Within 5 days design and build a new heat-shield that can be flown to Cape Kennedy and carried into orbit by the astronauts headed for Skylab. *And* the shield will have to be small enough to push through an airlock 8½ inches square. Then it will have to open to cover an area 22 by 24 feet square. Finally, the clincher—$2½ billion will ride on whether or not this little device will work.

After thinking about the problem most of the night, making sketches, erasing them, making new ones, Kinzler has the design. He drives to the store and buys four telescoping fishing rods.

What Kinzler is doing is reinventing the parasol. New extendable tubes like fishing rods 21 feet long are next built of aluminum tubing. But this is a very special parasol, very large, of unusual shape, and slightly eccentric because the airlock is not in the center of the area to be covered.

Of course, this is a success story. We know now that Jack Kinzler's sun shield *did* work, and that Skylab was saved. Understandably, Kinzler was very proud. He gave the lion's share of credit to his colleagues, calling them "an enormously motivated group of people."

Neil Armstrong said this about his career: "The single thing which makes any man happiest is the realization that he has worked up to the limits of his ability, his capacity. It's all the better, of course, if this work has made a contribution to knowledge, or toward moving the human race a little further forward."

These are the kinds of personnel who have carried out the will of the people and helped bring the American dream a little closer to reality.

As we consider the public service over a 200-year span, we can pick out at least two dominant themes. On the one hand, to be a public employee is to be at the crux of a cluster of controversial issues. Who, how, why, and when the Government hires—and what it requires of its employees—will continue to be topics of lively controversy. At the same time, to work for the public is to have an opportunity to work on projects that are relevant, often on the cutting edge, which offer a large measure of that immeasurable commodity, psychic reward. #

INTERGOVERNMENTAL PERSPECTIVES

On January 19 and 20, 1976, the U.S. Civil Service Commission sponsored a special 2-day meeting for representatives from the academic community and the Federal Government. Approximately 40 participants—including deans from 16 selected graduate schools of business and public administration, officials from selected government agencies, and staff from the National Association of Schools of Public Affairs and Administration (NASPAA), the American Assembly of Collegiate Schools of Business (AACSB), and the American Society for Public Administration (ASPA)—all gathered in the Washington, D.C., area to discuss issues of mutual concern.

What were these issues capable of drawing together such a geographically diverse group of professionals?

Background

In the field of public management, governments at all levels and colleges and universities have many similar concerns. Government, as a major employer of university graduates, has a legitimate interest in insuring that students are adequately prepared for their careers. Temporary governmental assignments are also a logical choice for students to obtain practical experience to supplement classroom study.

Educational institutions, on the other hand, need to be thoroughly familiar with the government's personnel needs if they wish to train their students to meet those needs. Colleges and universities also play an important role in providing professional development and continuing education to government employees.

Recognizing these interests, Federal agencies and schools of business and public administration have begun devoting more time and effort to understanding each other's programs and policies. Federal agencies are examining their policies on hiring and placement of persons with degrees in business or public administration, and working to identify temporary governmental work assignments for both students and faculty members; while schools are learning more about Federal staffing capabilities and opportunities to use Federal managerial expertise.

The U.S. Civil Service Commission has long considered the strengthening of government-university relations an important responsibility, and over the years has undertaken a variety of programs in conjunction with schools and the organizations that represent them. It was as a result of this long-standing interest that the Commission sponsored the January meeting.

Results

CSC Executive Director Raymond Jacobson was chairman of the meeting's formal discussion sessions. Participants discussed their ideas informally at a reception and dinner hosted by CSC Chairman Robert Hampton and Commissioner L. J. Andolsek.

Conferees covered the following major topics during the meeting: (1) student internship programs in the Federal service; (2) career entry into the Federal service, including a review of hiring policies for students with baccalaureate or Master's degrees; (3) cooperative research ideas and programs; (4) strengthening faculty fellowship programs; and (5) plans to establish centralized organizational points of contact for strengthening government-university relations.

Commission-developed discussion papers on these topics, along with conference highlights, will be incorporated in a final report on the meeting. This report will be widely distributed in the university community and the Federal service.

Working in conjunction with AACSB and NASPAA, the Commission will also organize two small working groups to explore further many of the issues raised at the meeting. One group will study public service internship programs and career entry issues for persons with Master's degrees in business or public administration. The other will seek to develop a long-range cooperative research agenda for the Commission and graduate schools of public management, covering such topics as executive development strategies and faculty-practitioner exchanges. The work of these two groups will provide the basis for future meetings of public administration professionals.

Additional information on the January meeting can be obtained from Andrew W. Boesel, Director, Office of Faculty Fellows and Personnel Mobility, Bureau of Intergovernmental Personnel Programs, U.S. Civil Service Commission, Washington, D.C. 20415 (phone: 202/254-7316).

—Andrew W. Boesel and Susan Tejada

FEDERAL WOMAN'S AWARD

by Marie Robey Wood
Office of Public Affairs
U.S. Civil Service Commission

Q: WHAT COULD a nuclear physicist, a dentist, a psychologist, a government executive, a research chemist, and an engineering physicist have in common?

A: IN THIS particular group, all six are women employed by the Federal Government, all are successes in occupations commonly thought of as "all-male," and all are recipients of the 1975 Federal Woman's Award.

A fitting tribute to International Women's Year, the 15th Annual Federal Woman's Award Banquet was held at the Shoreham Americana Hotel on December 3, 1975. Mrs. Jayne B. Spain, Chairman of the Board of Trustees of the Award, presided at the awards banquet for the second consecutive year.

The six winners were selected from over 160 Federal career women nominated by their employing agencies, the largest number of nominees to date.

Mrs. Spain read a message from President Ford, who praised the achievements of "these distinguished fellow citizens" and said they "add immeasurably to our national pride in the professional excellence of the women of our country."

The Walter Reed Army Institute of Nursing Choir entertained the women and guests at dinner, and Devron's Orchestra also played during the evening.

Mrs. Spain presented the winners to the audience, and official escorts of the winners read their citations. For the first time each woman was given a surprise gift of $1,000, a generous contribution by the sponsors of the award.

The following day Mrs. Spain presented five of the winners to Vice President Rockefeller at the White House.

Anita F. Alpern is the Assistant Commissioner (Planning and Research) for the Internal Revenue Service. Miss Alpern developed new systems and techniques for analyzing delinquent taxpayer populations, and her work has had a major impact on collection policy and program direction for some 10,000 employees located in 58 districts nationwide.

Anita Alpern is the first woman ever to be promoted to a supergrade position in the Internal Revenue Service, and is one of the few women to reach the top of the classified Federal service—GS-18.

She is also recognized as the architect of comprehensive data management and evaluation systems for the Internal Revenue Service. These are considered "firsts" and perform such functions as forecasting workloads, identifying problems, and assessing productivity and work effectiveness.

Her citation called her career one of "superb success not only in terms of working with systems, but in working with people." It added, "Your colleagues at all grade levels speak of your sensitivity, integrity, and commitment."

*Beatrice J. Dvorak,** Ph.D., was a Supervisory Personnel Research Psychologist with the Employment and Training Administration of the Department of Labor. Dr. Dvorak was the chief architect, developer, and builder of the Labor Department's test research program since its inception. She supervised the development of aptitude, proficiency, and other tests used as tools in the counseling and placement of public employment service applicants, and of high school students throughout the country.

One of Dr. Dvorak's most outstanding achievements was the development of the General Aptitude Test Battery (GATB), a group of tests which measures 9 basic aptitudes important for success in a wide variety of occupations. Under her leadership, the GATB became one of the most widely used test batteries in the world.

In addition, she developed a number of other test batteries including 465 Specific Aptitude Test Batteries (SATB) used by State employment service offices in serving employers; the Non-Reading Aptitude Test Battery (NATB) for use by persons with low or no reading ability; and the Basic Occupational Literacy Test (BOLT) developed for educationally disadvantaged adults.

Her work has achieved international recognition in the areas of psychological tests and measurements, and vocational counseling. "Her Government career," stated her citation, "has served people:

*Dr. Dvorak was too ill to attend the Awards Banquet and died soon afterwards on December 13th.

Dr. Nylen with her husband and three children.

Fred Clark, Assistant Secretary for Administration of the Department of Labor, reads Dr. Dvorak's citation. Next to him are Mrs. Virginia Nichols, who represented Dr. Dvorak, and Mrs. Spain.

Mrs. Martinez gives her acceptance speech.

Mrs. Spain and Miss Alpern look on while Stephen S. Gardner, Deputy Secretary of the Treasury, reads her citation.

Dr. Rogers with one of her five children.

the student, the job seeker, the employee, the employer, in short—the American people."

Evans Hayward, Ph.D., is a nuclear physicist with the National Bureau of Standards. Since going to work for the NBS Dr. Hayward has done pioneering work in the field of photonuclear physics, achieving for herself and for the Bureau international recognition in this field.

Dr. Hayward's outstanding accomplishments at the National Bureau of Standards in experimental photonuclear physics have provided the scientific basis for various practical applications of higher-energy x and gamma radiation.

The author of more than 40 publications, Dr. Hayward is recognized as one of the several highest ranked female nuclear physicists in the United States. She has been the recipient of many outstanding awards, among them a Guggenheim Foundation Fellowship in 1961.

She has been appointed to several high-level advisory groups, including the Advisory Screening Committee in Physics of the Committee of International Exchange of Persons, was appointed to the General Advisory Committee of the Atomic Energy Commission,

Dr. Hayward.

and is on the Governor's Science Advisory Council for the State of Maryland.

Dr. Hayward's citation saluted her for her generosity in sharing her knowledge and her excellence in photonuclear physics, which has won international acclaim for her and her agency.

Wilda H. Martinez is a staff scientist with the Agricultural Research Service. Since joining the Department of Agriculture in 1954, she has advanced from the position of chemist to staff scientist on a national program staff.

Mrs. Martinez is a researcher of international reputation, and her most notable achievement has been the development of methods for extracting pure protein from cottonseed. Before protein sources other than meat were being seriously considered by others, she was actively directing research in the preparation of vegetable proteins for use in food and in animal feed. She had the foresight to analyze the future need for such products.

As a result of her research, cottonseed is now considered a major protein source for specific food uses. Protein products derived from cottonseed include bakery items and meat products, baby foods, and a substitute for nonfat dry milk.

Mrs. Martinez is an active speaker and emissary of the protein research at the Agricultural Research Service. She has authored or coauthored 25 publications, holds two patents with more in preparation, and has presented many papers at industry meetings, conferences, and symposia.

Mrs. Martinez was cited for "your landmark research, and for your readiness to share and interpret information from this vital work."

Marie U. Nylen, D.D.S., is the Chief of the Laboratory of Biological Structure of the National Institute of Dental Research, National Institutes of Health. She is one of the world's foremost experts not only on the morphology, or structure, of tooth enamel, but also on the use of the electron microscope.

Dr. Nylen's research is considerable, and has advanced scientific knowledge in several related fields. Her studies have ranged over such areas as the submicroscop level of cell structure, the mineralization and calcification of tissue, and the structure and extracellular products of micro-organisms. All of these areas are directly related to the morphology of teeth.

A native of Denmark, Dr. Nylen has written over 40 publications, many of which are definitive in their field. When she photographed the crystal lattice of tooth enamel using the electron microscope, she was the first to demonstrate the characteristics of biological substances at the atomic level.

Her work in mineralization and crystallization processes of oral tissues was recognized with an award by the International Association of Dental Research in 1970. And her studies of the effects of the antibiotic tetracycline on dental enamel have led to restrictions on its use.

Dr. Nylen's citation applauded her administrative skill, and added, "You have created an atmosphere which engenders productivity, which attracts talented young researchers, and encourages them to do their best work."

Marguerite M. Rogers, Ph.D., is the Assistant Technical Director for Systems and Head of the Systems Development Department of the Naval Weapons Center in China Lake, Calif.

Dr. Rogers, this country's leading authority in the field of air-launched conventional weapons and conventional weapon effectiveness, has directed the development of some 30 weapons and warheads. Her evaluation of possible weapon concepts for the Navy has had an effect on major Government programs and other Federal agencies.

Dr. Rogers' career has combined academic work and Government service. She was a member of the faculty of the University of North Carolina, was a Professor of Physics and Head of the Science Division at Columbia College in South Carolina, and spent one year as a lecturer in physics at the Royal Technical College in England.

Her career in Government includes working for the Naval Avionics Facility in Indianapolis, where she was Head of the Optics Section of the Research Department, the Oak Ridge National Laboratory, and the Naval Ordnance Test Station in California.

She has been Head of the Weapons Systems Analysis Division of the Naval Weapons Center since 1966, where her duties have been broadened to include design analysis and evaluation of a broader spectrum of weapons. Her leadership in a special study group in 1968 earned her one of her numerous Superior Accomplishment Awards.

Her citation praised her for her qualities of "practicality, persistence, and vision which have so enhanced our country's defense."

#

PERSONNEL RESEARCH ROUNDUP

During the last decade, there has been increasing concern about productivity and the quality of work life in American society. In response to this concern, organizational improvement efforts have burgeoned. These efforts, in both the public and private sectors, have characteristically been uninformed by relevant behavioral and social science concepts, theories, and methods in regard to design, implementation, and evaluation.

As a result of this state of affairs, the Civil Service Commission in 1974 undertook responsibility to provide government agencies with sound methods and approaches for evaluating and improving individual and agency performance. In order to fulfill this responsibility, the Commission established an Organizational Psychology Section within its Personnel Research and Development Center in April 1975. (For an overview of the Personnel Research and Development Center, see the *Journal*, vol. 15, no. 2, pp. 4–5.)

This section has a staff of 12 organizational and industrial psychologists and support personnel. The section's program consists of research, development, and technical assistance to government agencies. The research and development component of the program currently includes projects dealing with the following types of improvement efforts in government agencies: job redesign, word processing, flexible work scheduling, joint labor-management committees, and performance evaluation.

Job Redesign. Job redesign efforts involve changes in the scope or level of responsibility of jobs. The modern emphasis on this type of organizational improvement can be said to have begun with the work of Frederick Taylor in his *Principles of Scientific Management,* published in 1911. Job redesign efforts, whose primary aims are to increase employee productivity and satisfaction, have been increasing substantially during the last decade in both the public and private sectors. Sound evidence regarding the effects of these efforts is lacking, although there is much theorizing. What evidence there is, in general, is suspect because of methodological inadequacies of the research on which it is based.

The objectives of the Organizational Psychology Section's job redesign project are to determine the consequence of prevalent types of redesign efforts for individual and organizational performance, including productivity and the quality of work, as well as other organizational consequences. The results of this project could lead to job changes that will more effectively accomplish these objectives. The aforementioned objectives are shared by the other projects which make up the Section's program, e.g., flexible work scheduling, labor-management committees, etc.

We are currently preparing to conduct several case studies of job redesign in Federal Government agencies. The case studies will be exploratory in nature, focusing on the perceptions, attitudes, and motivations of workers who have experienced job redesign for varying lengths of time. The case studies will be followed by one or more field experiments, which will allow us to say with a relatively high degree of confidence what the organizational consequences of redesign are.

Word Processing. This change effort involves restructuring the traditional secretarial role by replacing it with two new roles referred to as the correspondence specialist and the administrative support specialist. This, then, is a type of job redesign. The traditional secretary's correspondence-related duties and administrative duties are assigned respectively to these new roles, and automated typing and centralized dictation equipment are utilized.

The concept was introduced by the IBM World Trade Corporation in Germany in the mid-1960's and is spreading rapidly. Concern with increasing productivity was the primary factor leading to the development of word processing. Increased productivity continues to constitute a major goal, but more recently, quality of work life has become an important consideration.

Studies of word processing have focused almost exclusively on productivity, and there is evidence that it increases productivity in the short run. There is very little systematic research concerning the consequences of word processing for other aspects of performance and quality of work life. However, there is some anecdotal evidence reported which suggests that word processing tends to have a number of dysfunctional consequences for the correspondence and administrative support specialists, e.g., loss of identity and dissatisfaction.

We are currently concluding a case study of word processing in one bureau of a Federal Government

agency. We plan to conduct several more case studies of other types of word processing systems. The purpose of these studies is to become more sensitized to the organizational consequences of word processing.

After the case studies are completed, we plan to conduct systematic studies that will provide more methodologically sound evidence, which in turn will provide a basis for future change efforts. This general approach is being used for all of the change efforts we are studying, i.e., case studies, followed by more systematic studies, providing a basis for future efforts.

Flexible Work Scheduling. Flexible work scheduling involves giving workers the option to report to and leave work at a time most convenient to them, given the requirements of their job. This type of change effort has been widespread in Europe and is becoming increasingly popular in this country. Like job redesign, it represents a response to the societal concerns for increased productivity and quality of work life.

The U.S. Congress is currently considering a bill that calls for a 3-year demonstration-evaluation of flexitime in as representative a sample of government agencies as can be encouraged to participate. At this time, under existing legislation, a number of government agencies are conducting demonstration projects.

Most of the flexitime demonstrations label themselves successes. However, there is very little sound evidence available. What published evidence there is consists of some case studies and a few experiments that were either very short term or involved relatively small samples. There is clearly a need for more comprehensive experimental studies.

The Organizational Psychology Section's Flexitime Project is addressing this need. Thus far, we have been conducting case studies of flexible work scheduling at three government agencies. We are planning to conduct field experiments at the conclusion of these case studies.

Joint Labor-Management Committees. Labor-management committees were first established in the private sector in this country during the 1920's for the purpose of enhancing productivity and worker morale. They experienced their greatest popularity during the Second World War. Most of the committees were dissolved when the war ended. More recently these committees have become increasingly popular in the private and public sectors, at the Federal, State, and local levels.

There is very little research-based evidence concerning the organizational consequences of joint labor-management committees. What research there is suggests that workers and union officials are in favor of them, and company officials perceive them as helping to improve the morale of workers and as providing ideas for problemsolving.

There exists, however, a great deal of research dealing with worker participation in decisionmaking, and since joint labor-management committees are a form of worker participation, findings in this more general area of research are suggestive. The major conclusion that can be drawn from these findings is that workers who perceive themselves as having greater control over their work lives tend to be more productive and to have greater job and need satisfaction than workers who perceive themselves as having less control over their work lives. This suggests that joint labor-management committees are effective to the extent that they result in workers perceiving themselves as having greater control.

The Organizational Psychology Section plans to begin case studies of several types of labor-management committees shortly. These will be followed up by more systematic studies.

Performance Evaluation. Individual performance evaluation has been a perennial organizational problem in both the public and private sectors. It is recognized as necessary for management decisionmaking, but is fraught with a number of difficulties not adequately dealt with. A basic problem concerns the many purposes performance evaluation is often expected to serve, e.g., in forming personnel decisions such as within-grade increases and promotions, enhancing individual performance, increasing morale, etc. A second major problem concerns validity of measurement. The question here is how to obtain relatively valid measures of performance in situations in which operational concerns are overriding, and social and political forces may interfere with the effort to be objective.

Thus far, relatively little progress has been made in addressing these problems. The Organizational Psychology Section is currently preparing to conduct case studies in several agencies that have implemented relatively innovative performance evaluation systems. If the results of these studies are encouraging, we plan to conduct systematic evaluations of such systems.

It is critical to the success of our program that we be aware of organizational improvement efforts that were conducted in the past, as well as those that are currently being conducted or planned. If you can provide us with such information, please contact Dr. Harold T. Yahr, Chief, Organizational Psychology Section, PRDC, U.S. Civil Service Commission, Washington, D.C. 20415 (phone 202/632-6812).

—Harold T. Yahr

Where Are the Benefits?

Every so often, somebody asks what happens to all the "savings" resulting from suggestions and performance contributions for which employees receive awards under the provisions of the Federal incentive awards program. It's not an easy question to answer—rather like trying to account for the money you've saved from giving up smoking!

For the most part, the "savings," whether they be of a monetary nature or counted in man-hours, are channeled to other projects that further the mission of the organization concerned. So it is that while we aren't "saving" in the sense that we're putting money back in the till, we are "saving" in the sense that we're using our allotted resources more effectively. Perhaps this is why program administrators prefer to use the term "tangible benefits," rather than referring to "savings."

Using resources more effectively is only part of the picture. Recognition of superior achievement is an important factor in motivating employees. Managers who understand and appreciate the potential of the incentive awards program to use *all* the talents in their organization find their employees more productive and more highly motivated, and generally end the year achieving, or over-achieving, their organizational goals and objectives.

The third dimension of the incentive awards program is the intangible benefits derived from it—conserving our natural resources, contributing to national security, advancing medical science and scientific exploration, and responding to emergency situations. How, for example, do you measure the gift of sight? A recent breakthrough by two Navy doctors, which gives hope to blind persons, is the kind of contribution that makes the incentive awards program worthwhile, for it contributes toward the good of all mankind in addition to its tangible benefits to the Government.

Lighten Our Darkness

Lightening the darkness for blind persons became a possibility with a recent medical breakthrough in the field of optometrics. Two Navy doctors—Carroll T. White and Russell Harter—developed a method of testing vision that provides a faster, more accurate alternative to the standard method for eye examination and fitting glasses. An electrode is placed on the back of the head of the person being tested, black and white images are flashed in front of the subject, and the brain responses are translated through a computer and graphic charting.

With this method, eye examinations now can be administered with complete accuracy to small children, the linguistically handicapped, and the mentally retarded. An adaptation of this method offers the possibility of stimulating the human brain to produce visual images in blind persons.

Doctors White and Harter will share a cash award of $11,235 for their contribution. Their award, granted under the provisions of the Federal incentive awards program, is based on a conbination of first-year tangible benefits estimated at $134,674, plus intangible benefits judged as having "exceptional value" because of the invention's impact throughout the medical world and its service to the general public, and in view of its possible blindness-lifting potential. The estimate of tangible benefits is based on the reduction in time required for each eye examination and the fact that the examination may now be performed by medical corpsmen, thus releasing doctors for professional duties.

Top-Level Awards

The White-Harter contribution is the most recent in a chain of top-level awards—those over $5,000, which require Civil Service Commission approval—that stretches all the way back to the beginning of the incentive awards program in 1954. These outstanding contributions average about two per year; since 1954, 45 awards over $5,000 have been approved by the Commission. While 11 agencies were involved, 82 percent of the awards resulted from the contributions of Department of Defense personnel.

The maximum award of $25,000 has been approved on five occasions, and approximately 33 percent of the 45 awards approved since 1954 have been over $10,000. The White-Harter award, at $11,235, is the highest award approved since 1974. About 75 percent of the awards approved have been based on tangible benefits of up to $50 million, and total tangible benefits from these 45 top awards alone have amounted to $554,984,779.

—Edith A. Stringer

WORTH NOTING CONT.

portunity programs for women in the Defense Department.

□ DISABILITY RETIREMENTS climb substantially. Disability retirements of those Federal civilian employees covered by the civil service retirement system rose by 170 percent in the last 20 years.

The trend appears to be national when civil service retirement is compared with the social security system, even though the two systems use different criteria to determine disability retirement.

Data released by the Civil Service Commission are drawn from a study conducted by Dr. Raymond L. Eck, Medical Director, and Edwin C. Hustead, Chief Actuary of the Commission staff. The full text of the study, with appropriate tables, is published in the January 1976 edition of the *Journal of Occupational Medicine.*

Principal findings of the study are as follows:

Overall, the rate of disability retirements increased from 412 per 100,000 employees covered in FY 1955 to 1,128 per 100,000 covered in FY 1974.

Upward trends were noted in nearly all disease categories, but were highest for disabilities attributed to psychoneurosis, cirrhosis of the liver, and loss of hearing. While cardiovascular diseases remained the largest single cause of disability retirements, there has been a gradual decrease in their percentage of disabilities, from more than 45 percent of all disability retirements in the 1950's to about 30 percent of the total in the 1970's.

□ *THE FIRST LINE* is a new newsletter for Federal supervisors and midmanagers. It will be issued by the Civil Service Commission every 2 months beginning in June 1976 and is designed as a key medium for communicating timely information on personnel management developments directly to supervisors and mid-managers in Federal departments and agencies.

The First Line will provide readers with brief reports on important changes in legislation, Executive orders, and the Federal Personnel Manual. It will apprise readers of significant court decisions impacting on Federal employment. And it will report on developments in the area of labor-management relations.

In addition to timely reports on developments affecting Federal personnel, *The First Line* will include a series of articles on personnel management responsibilities of Federal supervisors and midmanagers; a question-and-answer series on employee rights, benefits, and responsibilities; case studies of problem situations, with successful solutions; and resource articles on general supervisional themes.

Departments and agencies may order copies of the newsletter by riding the Civil Service Commission's printing requisition. Details are available in CSC Bulletin No. 171-514, March 1976.

□ EXTRACTS from the Fiscal Year 1977 Budget. The President will appoint a new quadrennial Commission to report early enough for him to formulate his own recommendations on executive, legislative, and judicial salary increases and to send them to Congress by January 1977. Budget estimates assume that the October 1976 white-collar pay adjustment will be held to 5 percent, with a 3 percent minimum and a projected average increase of 4.7 percent. A final decision on limiting increases in Federal pay will be made late this summer after the President reviews the economic and fiscal situation and the recommendations of his Pay Agent and the Advisory Commission on Federal pay.

—Joseph E. Oglesby

□ ANNUITIES INCREASE. A 5.4 percent cost-of-living increase for Federal civil service annuitants and survivor annuitants became effective March 1 and was reflected in checks mailed April 1. The adjustment is authorized under Public Law 91-93.

□ NUMBER COVERED by agreement tops million. The number of Federal employees covered by negotiated labor relations agreements passed the million mark for the first time in 1975, a Civil Service Commission survey shows.

Employees covered by negotiated agreements went up by 10 percent to a record level of 1,083,017, more than 98,000 above 1974 and encompassing 90 percent of all employees under exclusive recognition. Of the entire nonpostal work force, 53 percent were covered by agreements as of November 1975.

Blue-collar coverage increased slightly in absolute numbers to 410,716 (+4,716), or 84 percent, a 2-point increase in percentage of representation in that segment of the work force.

White-collar coverage also increased both in numbers (+53,201) and percentage (+3 percent). For the first time a majority of the white-collar work force is represented, 51 percent or 789,620. In the Postal Service, representation remained constant at 87 percent.

When postal and nonpostal data are combined, the total coverage under exclusive recognition becomes 1,799,340 or 66 percent of total employment in 1975. The comparable figure for 1974 is 1,749,799 (64 percent).

□ REFORMS SOUGHT in merit system. Chairman David N. Henderson of the House Post Office and Civil Service Committee has introduced legislation (H.R. 12080) to correct "major civil service merit system weaknesses that have led to violations and abuses of merit principles in Federal employment."

Major changes proposed in the bill include: (1) a requirement that employment in the Federal civil service be based solely on merit and fitness to perform the job with a specific prohibition against preferential treatment; (2) statutory investigation and enforcement authority for the Civil Service Commission; (3) an independent Federal Employee Appeals Board to consider adverse action, discrimination, and Hatch Act appeals; and (4) prohibition against recommendations or referrals from any source.

□ LABOR RELATIONS GUIDE. The Commission's Labor Relations Training Center has revised and is reprinting its sixth edition of *The Supervisor's Guide to Labor Relations in the Federal Government.*

Poor contract administration can negate all the time spent in extensive preparation for negotiation, careful drafting of contract language, and wide and thorough dissemination of explanations of the interpretation and application of a new agreement. The Guide is intended as a useful reference for supervisors in their role of management's "key person" in the administration of labor agreements. It describes in general the supervisor's impact on contract administration, the steward's role, contract language, handling grievances, dealing with job actions, unfair labor practices, etc.

The Guide is available from Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, Stock Number 006-000-00907-7, at 80 cents each.

—Ed Staples

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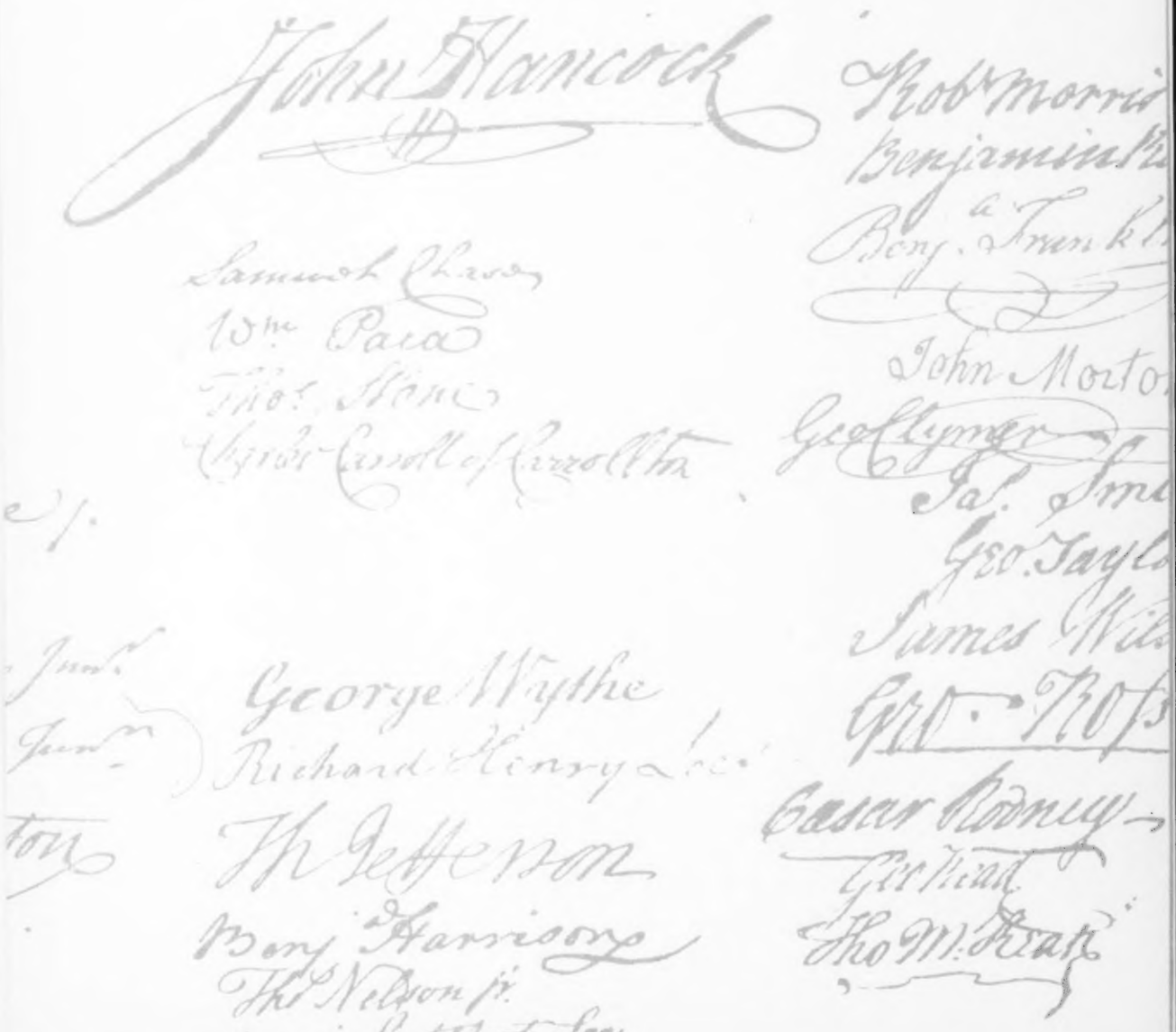
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